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ABSTRACT

This report is designed to highlight certain aspects of the growth and development of primary education in Tasmania which have specific implications for those concerned with the education of children. The report focuses on the needs of children during the primary school years and the crucial importance of appropriate learning experiences at this stage; identifies the level of resources necessary to provide the best quality education and confirms the high priority which educational research has convincingly demonstrated must be accorded to primary education if later developments are to occur. Five main sections are discussed: the purpose of primary schools in Tasmania; children's growth and development; the school in action (organization, programs and leadership); the primary school as part of the education department (principles, policies and prescriptions); and the school and its community. (Author/MP)

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PRIMARY EDUCATION IN TASMANIA

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A Review for the Education Department by the Committee on Primary Education

Education Department of Tasmania
Hobart, March 1980

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ERRATA

The Committee on Primary Education recognises that there are a number of typographical errors within the body of this report but does not believe it is necessary to individually list them

However there are some typographical and textual errors which alter the meaning of some sections of the report

These are listed below

Page 1, paragraph 2 — *Former* not formal

Page 1, paragraph 5 — The sentence should read:

Every boy and girl should be viewed and accepted as an *individual.*'

Page 1 '' Aspiration the desire to achieve for one's own satisfaction and enjoyment *and* for the etc '

Page 15 paragraph 1 — *Accommodate* not accommodation.

Page 18, paragraph 4 — *Altar* Stone

Page 21, paragraph 5 — ' a program that offers children a variety of approaches so that the most *suitable* choice can be made ''

Page 28, paragraph 3 — Delete sentence '' *They can talk to themselves stories and books* '

Page 99, last sentence — Insert *and* between methods and fosters

Page 113, C105 — *Pain* not gain

Page 114, C109 -- *Grading* not up-grading

PRIMARY EDUCATION IN TASMANIA

A REVIEW FOR THE EDUCATION
DEPARTMENT BY THE
COMMITTEE ON PRIMARY
EDUCATION

Education Department of Tasmania
Hobart

March 1980

PS011621

COMMITTEE ON PRIMARY EDUCATION

The first meeting of this committee was held on Friday 9th December, 1977.

TERMS OF REFERENCE

The committee is to undertake a review of primary education in Tasmanian Government schools.

In carrying out this role the committee should take into account broad guidelines arising out of the TEND Report, and should consider existing provisions and desirable lines of future development with particular reference to the educational program and the organisation of schools. The work of the committee should extend to the range of support services provided for primary education and to the in-service education of primary teachers.

The committee is authorised:

* to receive evidence from individuals and groups;
* to carry out any investigations that it considers will assist it in its deliberations;
* to seek the assistance of consultants to advise on particular areas of importance.

MEMBERSHIP OF THE COMMITTEE

Mr. K.I. Axton	Director of Primary Education, Chairman
Mr. J.G. Scott	Deputy Director General, Chairman until June 1978
Mr. N.L. Behrens	Principal Education Officer
Mr. N.H. Campbell	Director of Services
Miss G.M. Dent	Senior Superintendent Infant Education
Mr. R.L. James	Superintendent Northern Region
Mr. B.J. Cameron	Principal Mayfield Primary School
Mr. N. Tanner	Principal Education Officer
Prof. K. Collis	University of Tasmania
Mr. R. Potter	Principal Lenah Valley Primary School
Mr. R. Chapman	Teachers Federation until 31/1/79
Mr. J.C. Horner	Supervisor of English
Mr. A.R. Watts	Principal Taroona Primary School
Mrs. M.E. Blomhoff	Senior Education Officer, Curriculum Centre
Miss A. Newman	Roseneath Primary School
Mrs. B. Rigney	Montello Primary School
Mrs. S. Tremlett	Lady Gowrie Child Centre
Mr. M. Wells	Principal Education Officer, Curriculum Centre
Miss C. Fahey	Superintendent Southern Region
Mrs. M. Bartkevicius	Superintendent Northern Region
Mr. B.J. Smith	Principal Warrane Primary School Secretary to 31/12/78
Mr. J.E. Younghusband	Principal Education Officer Secretary from 1/1/79
Mrs. C. McHugh	Resource Consultant until July 1978
Mrs. B. Tilley	Resource Consultant

HISTORICAL BACKGROUND

Our thoughts and practices in caring for and educating children have been affected by the social mores and available knowledge and resources of different periods. Continuing threads of concern are evident throughout the history of Tasmanian education. While some emerge for greater emphasis at certain periods, the regard for children's well-being, if by contemporary standards occasionally somewhat misguided, has always been genuine.

It may be interesting and reassuring to take some of the issues discussed in this report and attempt to trace their origin.

The importance of physical well-being was recognised as early as 1853 when in the Ragged School Centres, children were fed and clothed as well as "taught". The idea developed in the Free Kindergartens of the 1910's where supplementary feeding was an integral part of the program. It continued through the depression years when voluntary organisations served soup until today we have a committee recommending and monitoring the kinds of food available at canteens.

The importance of physical fitness was also acknowledged by the introduction of "physical culture" in 1902, the establishment of a school medical branch in 1906 and teaching swimming 1948. Sections in the C.O.P.E. Report discuss implications of research findings on the relationships between physical health and learning.

The benefits for the child of close parent-school liaison, likewise is no new concept. The first recorded attempt to foster parental involvement was in 1910 when "Visitors Day" was inaugurated. The advantages of interaction between parents, teachers and children appears to have been first accepted in preschools and has extended to other levels of schooling. Parents have formalised their activities by establishing associations and contribute to a wide range of school initiatives. Again the C.O.P.E. Report discusses the reciprocal nature of parents' and teachers' contact in their efforts to support children.

The theme, "Man cannot live by bread alone", has been acknowledged but at times only just. It is extremely heartening to read in a criticism notebook of 1922, "Never show a child a picture which is not aesthetically pleasing" and undoubtedly there have always been pockets of excellence in the area of the Arts. The 1969-70 Art syllabus marked a change in thinking. Together with the influence of exchange teaching and dialogue with United Kingdom educationalists and some pioneering work by a group of gifted Tasmanian teachers some appreciation of the contribution of the Arts to the child's intellectual and emotional development has evolved. We still have much to explore in these areas of enjoyment and intrinsic satisfaction.

In 1918, infant departments were set up and in 1920 the Psychological Department. This era also marked the entry of students from the Philip Smith Teachers College into schools. With these events came the beginnings of the recognition of the concept of individual differences and the need to match the pro-

gram with the child's modes of learning. The introduction of promotion by age rather than by ability in the early forties was a milestone in our many attempts to grapple with the implications of these ideas. Each major report on Tasmanian education since has been concerned with the ways of meeting these needs and C.O.P.E. discusses the theme extensively. At this time, too, the sentence "We learn to do by doing" came into vogue. The need for children to learn through first hand experiences continues as one of our most cherished beliefs and has been reinforced by the work of Piaget and following researchers. "Lesson plans" for this period also indicate the beginnings of our awareness of the critical nature of language development.

Another recurring issue is the question of numeracy and literacy. For many years, despite our theoretical acceptance of individual differences in rates and modes of learning, these two skills were taught to children "en masse" and formed an extremely large part of the curriculum. While still acknowledging the necessity for competency in reading and calculation, educationalists are now regarding them in relation to their contribution to the child's total development.

Again, the question of continuity in learning experience was implicit in the thinking leading to the establishment of Area Schools in 1936. Like other developments, this idea has been extended and refined. In 1968 Education from Three to Eight, the CENDRA and the Future of District High Schools Report 1978, all emphasise the importance of this concept which is presently reflected in much of the internal organisation of district high and primary schools.

These then are few of the many issues which have exercised the minds of teachers, administrators and parents during the history of Tasmanian education. Perhaps these examples help to emphasise the point that our present thinking has evolved over a long period of time, that it has been affected by an expanding knowledge of the way children learn and that it has been a process of refinement of ideas. Our present philosophy attempts to bring together the many aspects of children's needs and to see them in the perspective of their total development.

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INTRODUCTION

This report on primary education in Tasmania arises from a committee established by the Director-General of Education in October, 1977.

The membership and terms of reference of the committee are listed elsewhere and I take this opportunity to express my thanks to all committee members for their commitment and dedication to the task of producing a report on a highly complex and intricate period of a child's development from four to twelve years of age. This work has been carried out in many hours of committee meetings, sub-committee meetings, writing groups and individual research projects. It is appropriate to acknowledge, also, the contributions from the Services Branch of the Education Department, the Faculty of Education of the University of Tasmania and those groups and individuals who made written submissions to the committee and then met with it to discuss details of the submissions.

Major purposes of the report are to focus attention on the needs of children during the primary school years, to highlight the crucial importance of appropriate learning experiences at this stage, to identify the level of resources necessary to provide the best quality education and, through this, confirm the high priority which educational research has convincingly demonstrated must be accorded to primary education if later developments are to occur.

From these viewpoints the report provides the basis for planning and development over the decade of the 1980's and in this perspective the focus on children and their development as individuals is paramount in importance.

It follows, too, that since planning is a co-operative and collaborative process, the audience for the report is a wide one consisting of school and system administrators, teachers, parents and other members of the community.

The committee hopes that the report will be read widely, discussed thoroughly and applied positively in developing educational programs which will help children to cope successfully with the demands and complexities of life in the 80's and beyond.

K.I. Axton,
Chairman,
Committee on Primary Education.

SECTION A

THE PURPOSE OF PRIMARY SCHOOLS IN TASMANIA

Any community has expectations of its schools. In a society such as ours there is great variation in these expectations. Those who work with children in schools also have firm expectations based on professional research and an understanding of the needs of the growing child. If we are to cater best for these needs there must be avenues of communication between communities and schools.

Seen from an historical perspective the school in its evolution now has a far wider role than ever before. The new role reflects changes in society. These changes include increased family mobility, growing family isolation, a greater number of single parents and the gradual acceptance of women into the workforce. There has also been a significant growth of ethnic groups in the community which has enriched and widened our formal parochial view of the world. Hence there are new demands upon our schools.

Just as there has been a growth of knowledge in the fields of technology, medicine and science so has there been a growth in the understanding of children and how they grow and learn. In view of this increased understanding schools have had to adapt their approaches to teaching and learning.

Accordingly the following statement of the purposes of primary education has been endorsed by this Committee.

The central concern of the primary school is the child. In order to achieve optimum development the child should receive respect, care and love. This should be the basis of all relationships with the child of parents, teachers and community. Every boy and girl should be viewed and accepted as individuals, needing appropriate stimulation and challenge; there should be an appreciation of their achievements and their potential, in order to help build their confidence and their sense of self-esteem. This is done more easily in a climate where the teacher has a knowledge of values and characteristics that are essential to education and encourages children to develop accordingly. The following are considered most important:

* Care, as an active concern for the life and growth of oneself and others.
* Responsibility, for their own decisions and actions.
* Respect, for oneself, for other people, their rights and their property.
* Knowledge, encompassing an awareness that it brings deeper understanding.
* Aspiration: the desire to achieve for one's own satisfaction and enjoyment for the satisfaction and enjoyment of others.

All purposes of primary education must be in harmony with these values.

This valuing of the child will be reflected in the quality of beauty of the learning environment. Each classroom should be practical, comfortable and aesthetically enriching as children spend a substantial part of their waking hours in the school.

The child comes to primary school having already mastered a variety of developmental tasks. It is a purpose of the primary school to recognise the development which has already occurred and to provide opportunities which will stimulate interest and curiosity so that the child's chances of successfully mastering further developmental tasks will be enhanced.

It is tempting to try to identify some basic learnings that ought to be acquired by all children, such as reading, writing and arithmetic, and some cultural norms. It is a function of the school to develop such capacities, but only as part of a wider and richer development towards capacity for communicating, thinking and valuing. It is within this wider context that children can be engaged in active learning experiences which involve the feelings and the will as well as the intellect, that the school must provide avenues for creativity, arouse the imagination and give the opportunity to develop intuitive and logical thought processes. The long term purpose, then, is to help children to become independent learners who can confidently enter a life time of learning, and can be self-reliant people who can act and choose effectively. To this end, it is a purpose of the school to give the child access to the widest possible range of skills.

Our society is one which values a capacity for individual initiative and expects its members to act with a concern for others. Since schools are expected to reflect and enhance these fundamental social values, they will count among their purposes the development of self-reliance and social responsibility and compassion.

Quality of living however defined is regarded as an important goal for society. An assumption implicit in this notion is that all of its members have a right to be in the position of sharing opportunities for independent living and the material wealth of the community. Whether or not material possessions necessarily add to quality of living may well be argued. It would be reasonable, however, to expect a consensus of opinion that acknowledged that people have a right to live in a manner that is full and satisfying to them as individuals. They also have a right to choose, from a variety of alternatives, the manner in which they might achieve some quality and satisfaction in their lives.

Independence and autonomy must be balanced with social responsibility. Implied in this are the commonly held values of tolerance and respect for the rights and opinions of others. It is necessary for a society to make a concerted effort to protect the freedom and the welfare of its members; to protect the

opportunities available for them to make personal choices and to achieve satisfaction through both work and recreational pursuits. These would be some of the values of our Australian heritage that we must recognise but schools should also recognise the rich variety of heritages that other ethnic cultures bring to the Australian community. The recently released Resources for Multicultural Education will be of invaluable assistance in this area.

Because of social changes there is a community expectation that schools will play a role in values education, including religious education and sex education. The Committee considers that schools should accept some responsibility for values education and the area of personal relationships, but feels that the nature of our society places the school in a sensitive position so that communication between a school and its community is vital, particularly if parties hold conflicting values.

If schools are to try to cater for their individual communities, there must be some degree of diversity in learning environments and philosophies, and community groups must be allowed a degree of choice.

As this notion of education and schooling differs from that which most members of the community will have experienced, one of the purposes of primary schools must be to develop programs and strategies of communication which will make it possible for parents and the community to grow in awareness and develop an understanding of what is happening in schools and why. Parental involvement in their children's education will be ineffective without this understanding.

In the contemporary climate of unemployment and the uncertain future for school-leavers even primary children are seen by parents and the community to be on the way to getting a job and can be subjected to unrealistic expectations. It is essential that parent-school communication is such that parental expectations of their children are closely related to individual abilities and stages of development and are therefore realistic for the child concerned. When these expectations are realistic the child has an opportunity to succeed and such success plays an important part in the growth of confidence. If it is not part of a child's experience the motivation to learn will rapidly disappear.

It is an increasingly important purpose of the primary school to work closely with its community in the education of its children. The role of the community in school activities, in aspects of school management and of the use of school facilities, needs to be taken into consideration.

The physical development of the child should be a central concern of primary schools. As is indicated in a later section of the report other aspects of a child's development are related to fitness and health. Medical and dental health services are already an established provision, and primary schools generally incorporate a health program focussing on cleanliness and nutrition.

Primary schools in the twentieth century must necessarily acknowledge the growth of technology. Children should be provided with opportunities to consider the impact of technological developments on our way of life and to develop confidence and competence with a range of technological devices.

Experiences leading to an awareness of and appreciation of the natural environment, a recognition of the potential of natural resources and an appreciation of the tension between aesthetic and practical considerations, should also play a part in the purposes of primary schools. This should include the development of potential within children to create aesthetic and practical items from natural materials.

Primary schools should educate children towards a critical awareness of the media and the manipulation which flows from them.

It must be a function of the primary school to protect children from the commercialism that is often directed at them while they are at school. Many approaches are made requesting that children be allowed to participate in charitable ventures or in a variety of commercial enterprises. These approaches need careful screening to ensure that children are not used for commercial gain and that any ventures in which children do participate can be justified in the light of the school's aims and objectives.

Most people would hold the premise that children are happier at primary school and that they are more versatile than ever before. However they are questioning whether children are being equipped with what could be seen as a narrow range of skills required for participation in the work force. This view rests on a misconception. It fails to understand that the best preparation for a satisfying and useful life as an adult is to live fully and happily as a child. The Committee strongly supports the view that:

> *Children need to be themselves, to live with other children and with grown ups, to learn from their environment, to enjoy the present, to get ready for the future, to create and to love, to learn to face adversity, to behave responsibly, in a word, to be human beings. Decisions about the influences and situations that ought to be contrived to these ends must be left to individual schools, teachers and parents. What must be ensured is that the decisions taken in schools spring from the best available knowledge and are not simply dictated by habit or convention.*[1]

SECTION B. PART 1.

CHILDREN : THEIR GROWTH AND DEVELOPMENT

It is the intention of this report to indicate certain aspects of growth and development which have specific implications for those concerned with the education of children. The report is not the place in which to describe in detail the growth and development of children through their primary school years; such information is readily available from many comprehensive and informative books, such as those given in the bibliography.

In Tasmania, as in any society, the children are members of very diverse groups in that they come from a variety of socio-economic and cultural backgrounds. When individual differences are added the diversity is even greater. It is imperative that we accept and understand this diversity. Our understanding should also include an awareness of the universal patterns of human growth. While such patterns are well-recognised and well-researched in most areas of development, the sequence within the various patterns is better established in some areas than others. For example in the psyco-motor and intellectual areas* the invariance of the sequence of development appears to be much better established than in the areas of language, social, emotional and moral development. In these latter areas specific environmental factors are more likely to cause seeming variation in the sequence of development than they are in the intellectual and psycho-motor areas.

While children of the same chronological age have some characteristics in common, this fact is not sufficient by itself to form the basis of an educational program. At times it can be helpful to generalise from the universal patterns of growth and development in order to have a starting point or guide from which to develop a program at both an individual and a group level. However, descriptions of characteristics purely in terms of age levels can be misleading as they portray only the norm or average from within a wide distribution. Therefore they should not be used as a means of comparing or rating children against each other. Knowledge of approximate developmental levels helps us to understand the stage each child has reached at a given time.

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*The committee has decided in this report not to use the alternative technical terms:

cognitive function : perceive, remember, imagine, conceive, judge, reason.
affective function : feel.
conative function : will, try.

SECTION B. PART 2.

THE CHILD IS A GROWING PERSON

INTRODUCTION

The newly-born child has a long sequence of developmental tasks to achieve before taking his or her place in adult society. Upon entering school the child still has a long way to go. The theme of this report is that the school is set up to assist individual children in their growth and development.

While social or moral development is rated most highly by some and physical prowess by others, it is suggested that, in general, our society prizes intellectual skills most highly.

Development of intellectual skills cannot be seen in isolation; therefore we need to consider their interaction with, and, in some cases, dependence upon development in other areas. Social, emotional, moral and physical development and the development of language skills are closely related to intellectual development. Enhancing the child's chances of successfully mastering the developmental tasks required of the primary school child is a vital aim of primary schools.

1. THE CHILD'S GROWTH IS A CONTINUOUS PROCESS

Since growth is a continuing process, a program to assist development can be commenced at any time.

> *"It makes more sense, however, to begin at birth and continue throughout life. The implications for the primary school, of course, are that each child will have reached a certain stage of accumulated experience upon entry to school. Further, that individual will be living and learning in a wider world while attending the formalised structure of the school. During the whole of that period, extending from somewhere about age three, if living conditions have allowed for optimal progress, the individual will change from a fairly dependent, egocentric being to a reasonably competent member of his social group."*[2]

From infancy the child's thought processes will have been essentially tied to concrete experiences of the moment. At the end of primary school, although children will still be relying on recently-acquired concrete experiences, these are now woven together into a much more complex and flexible system. They should be relatively independent physically, reasonably competent in managing their life experiences and capable of taking a fair degree of responsibility for whatever learning lies ahead. Remembering that children's future development grows out of the past and the present, maintaining this continuum of development demands an understanding not only of the present stage but of the preceding and following stages.

> *"The best preparation for being a happy and useful man or woman is to live fully as a child."*[3]

The concept of developmental stages is based on the knowledge that children move through hierarchically organised levels of development, each stage different from the one preceding it, but nevertheless growing from the base laid in the previous stage.

2. THE CHILD'S GROWTH IS NOT A STEADY PROCESS

The rate of growth for each person does not remain even and constant over a given period of time; it varies considerably from a steady gradual evolution to spurts of very rapid growth. Such growth spurts are most noticeable in physical development, where changes in height, weight and body structure in infancy and during adolescence occur very rapidly. Similar periods of rapid growth occur from time to time in other areas such as the intellectual and social and bring changes in behaviour and a marked increase in the ability to cope with complex situations.

> *"For some characteristics there is as much quantitative growth in a single year of a child's life as there is in 8 to 10 years at other stages."*[4]

It is important to realise that not only does the rate of growth vary but also that it is not the same for all aspects of development. A rapid increase in size does not necessarily mean a similarly rapid increase in intellectual or emotional or social development. For many children in the late primary school years this mis-matching of the rates of development is very disturbing to themselves and their friends and requires sensitive handling by teachers and parents.

The differences between children in their rate of development are further heightened by the uneveness of all aspects of that development within the one individual. Within any group of children of a give chronological age, such differences will be so varied that to make assumptions about common characteristics can be most harmful, particularly when these are used as a basis for discriminating between the performances of individual children or for the prediction of future performance or for other purposes. Teachers need to be aware of the importance of the rate and rhythm of growth patterns of individual children and in particular of the periods of very rapid growth when a child may be less able to cope with situations involving continued stress or conflict.

One educational implication for the primary school is the need for it to have

> *"a social variability to match the biological variability of growth rates. Individual differences in maturation, both in speed and manner, cannot be eliminated or even much altered; they can only be met by an educational system of great flexibility; a system based on a network rather than a production line."*[5]

Although the organisation of children into "age-grades" is a convenient and common way of grouping children, it will be effective only when teachers accept the responsibility of assessing

the developmental level at which each child is operating and of proceeding from there. "Age-grade" grouping is only one method of organisation. The most effective grouping will result from the willingness of teachers to explore the variations and alternatives which take into account the necessity of continuity in each child's progress. Teachers need to be aware that the kind of organisation which groups children according to a recognised level of ability in a particular area will be inappropriate for other areas and will quickly become inappropriate for its original purpose, as each child moves forward at a different rate. A child's membership of any competence-based group should be occasional and for a specific purpose. The prime intent of putting some children in a low-achieving group is to create conditions which will enable them to progress beyond it most quickly. They should not be in it so long or so consistently that they are identified with it. The committee believes that no organisational system should isolate children, label them inaccurately or generate a poor self-image.

3. GROWTH HAS MANY ASPECTS, ALL INTERRELATED

While it is convenient at times to look at the separate areas of development - physical, social, emotional, intellectual and moral - it is emphasised that all are inter-related and interdependent. This is reflected throughout childhood in particular instances and in general patterns of behaviour. Few if any children respond in a purely intellectual fashion to a new experience. They may feel something about it as well. This emotional response may be reflected in a form of behaviour that will promote learning or may cause some intellectual disturbance like frustration or withdrawal.

For example, a child who is suffering from anxiety or stress, however generated, very often is not able to concentrate fully on intellectual tasks. Similarly, physical fatigue resulting from such factors as poor nutrition, lack of sleep or over-exertion, affects a child's ability to manage socially or intellectually. Conforming to socially acceptable standards of behaviour can, at times, prove to be physically and emotionally beyond some children. Increasing physical strength is often not matched by the emotional maturity to deal with frustrations encountered in growing up; during a growth spurt some children exhibit a regression to the "temper-tantrums" of earlier years.

The pattern of growth continues for each child, and in general, unless there is severe deprivation or handicap, physical, social, emotional, intellectual and moral stages of development will be passed through in regular sequence. Total development occurs as a result of the interaction of all aspects of growth.

SECTION B. PART 3.

THE CHILD IS AN INDIVIDUAL

1. CHILDREN ARE INDIVIDUALS WITHIN THEIR OWN RIGHT

Children at birth have biological inheritances that are uniquely theirs and they are born into environments that are uniquely theirs. Children of the same parents born into the same family differ not only because of inherited factors but because the family itself progressively becomes a different environment from that which existed previously. The first environment for the child is the uterus, within which influential factors for growth and development, determined by such things as the health of the mother, nutrition, and stress and anxiety in the family, will vary for each child.

For many years the controversy, "nature versus nurture" tended to assume that the two concepts were mutually exclusive. The "nature" or hereditary view of development gave rise to sayings that many people still use today, such as "like father, like son" and "you can't make a silk purse out of a sow's ear". It also led to prejudices against anyone who differed greatly from accepted norms of development and behaviour. Some of these prejudices still exist in our society and in our schools. If teachers are not sufficiently aware of the complex and highly individual nature of growth, prejudices of this kind can colour their expectations of some children. This is likely to be so particularly when a teacher teaches in the same area for a long time. We need to remind ourselves constantly that each child is a unique person and must be so treated, regardless of what are considered common characteristics of the child's biological inheritance. The "nurture" view of development is seen at present in the recognised capacity of children to improve their intelligence quotients. The dual role of nature and nurture in the development of the individual is now widely accepted. But the environment is being seen more and more, as research evidence accumulates, as the dynamic partner. This view emphasises that each individual's inherited characteristics serve only as a starting point; that environmental interactions, from conception onwards, serve to alter the course of individual development.

> *"Genetics, after all, describes only the raw material on which a particular culture acts. As educational systems evolve, so too do the skills of the individuals within them. Logically we can set limits to children's capacity to learn only if every permutation of their environment, every method of nurturing and teaching them, has been exhausted."*[6]

In the evolution of their growth and development all children will encounter problems and difficulties stemming from both environmental and hereditary factors. These problems will occur no matter how ideal the circumstances in which the children are developing might look. Their occurrence creates special needs that require sensitive understanding and guidance. For

some children problems may be temporary in nature, such as those that occur as a result of a sudden emotional shock, while for others they are longer lasting and are related to physical, intellectual or emotional impairment.

Whether problems are gross or minor, long-lasting or transitory, or multiple and cumulative, they signal a need for special help and attention of a kind that does not detract from the child's self-identity nor harm the individual's sense of dignity and worth.

The committee feels that it must issue a warning about the classification labels frequently used for children and their problems and the stereotyping that inevitably results. Some examples of terms used are "remedial", "deprived", "disadvantaged", "emotionally disturbed", "backward" and "hyperactive". Since the expectation of a teacher often colours children's responses, categorising these children and adding a label can be harmful to their development. It is necessary to ensure that an over-concern for the problem does not prevent the recognition of other characteristics and strengths that contribute to the child's total personality.

> *"The dividing lines are both hazy and arbitrary and should not be allowed to mislead us into thinking that there are different kinds of children rather than children with differing needs and different environments."*[7]

While the school has a responsibility to identify problems and develop programs that cater for specific needs, it also has a responsibility to be aware that children are individuals in their own right and in the discharge of that responsibility to foster feelings of self-esteem and competence in each child.

2. CHILDREN VARY IN THEIR RATE OF GROWTH

The rate of development of each child is dependent upon a variety of factors, among which are the rate of maturation and the number and nature of prior experiences. (Maturation changes are inbuilt and occur as a factor of growth.) Maturation interacts with prior experience in many school-related activities. For example, the ability of a child to learn to read or to develop logical thought appears to depend on prior experience as well as on a particular maturational state. Not only does the rate of maturing differ for each child, but it also varies between girls and boys. This latter fact is especially significant at the age for entry into school when the average verbal ability of girls is ahead of that of boys, and at the pre-adolescent stage when girls mature physically twelve to eighteen months earlier than boys.

Whether a child is an early or late developer in one area can have an effect, for good or ill, on his overall development in other areas.

> *"There is much evidence that in some cultures, the early maturing male has many advantages over the late maturing one. The former is likely to be regarded by his peers as more physically attractive, more relaxed and more often*

chosen as leader in athletics and social events. Against this, late maturing boys are likely to feel dominated and rejected by their peers and generally feel inadequate. But it does seem likely that there is an interaction between early maturation and experience. The early maturer can be identified as being forward in development long before adolescence and adults are likely to give him privileges and tasks normally reserved for chronologically older children. In a similar manner late developers are likely to experience more childish treatment over a number of years. This they may resent but it may help to build their self-pictures and shape their conduct, and they may well express their resentment in impulsive and rebellious behaviour."[8]

There is also evidence to show that children are now maturing earlier. This can mean that, for some children, puberty is beginning at about nine or ten years of age instead of twelve or thirteen. Teachers in primary schools need to be acutely alert to psychological changes that are likely to be associated with the physical changes that occur at puberty.

3. CHILDREN USE PLAY TO EXPRESS AND PROMOTE THEIR INDIVIDUALITY

The individuality of children is developed as they relate and respond to the people and objects in their environment and to their own bodily feelings and functions. Through these interactions they develop a sense of self - a self-identity which continually requires individual expression. Play in childhood should be clearly recognised as an important medium for achieving this end. It is in creative and imaginative play that emotional responses and reactions can be explored and assimilated. It is partly through play that children learn how to adapt themselves to their playmates, to co-operate with them, to lead or be led, to make compromises, to defend their own rights or those of others and to withstand antagonism. Play often provides a means by which children can come to terms with their emotions through social interactions and fantasy situations.

Play allows the child to experiment with ideas and concepts in non-threatening situations and thus has considerable potential value for the development of intellectual skills. The need for play in all its forms is paramount during the child's early years but continues throughout childhood and even into adulthood.

As teachers, we should provide and encourage such opportunities for individuals to come to terms with themselves.

SECTION B. PART 4.

THE CHILD IS AN ACQUIRER AND USER OF LANGUAGE

1. THE ROLE OF LANGUAGE

> *"It is the role that language plays in generating knowledge and producing new forms of behaviour that typifies human existence and distinguishes it from that of all other creatures."*[9]

Human beings are essentially symbol-using animals. They make their own representation of the events and objects that they have encountered. By this symbolising they carry in their mind the world as they have known it. They can see the present in the light of the past; using both, they can construct a future. An obvious example of symbolic representation is the visual memory of an object. A mother is recognised by her child whatever she is doing or wearing because the memory process is not purely photographic. The child's mind assimilates many visual images of its mother and produces from them a symbolic representation which enables it to recognise her even when she is somewhat changed. Men and women have several ways of representing the world to themselves but the prime means by which experience is symbolized and an inner representation of the world cumulatively created is by the use of language, spoken at first and later written.

Although the communicative function of language is enormously important for the growing child, language also performs other equally important functions. It is highly influential in a child's intellectual development, in the refinement of concepts and in establishing relationships between objects and events. It assists the child to classify, to generalize, to recall, to hypothesize and thus to order his growing world. Language also plays a significant part in social and emotional development.

> *"Not only do children learn who they are socially through talk, but their self-respect is encouraged or negated through the way language has been and is used to control them; they may be abused or humiliated through talk, or learn self-respect through praise and commendation."*[10]

2. ACQUIRING LANGUAGE

The early stages of language development are closely related to the early stages of intellectual, social and moral development.

The awareness of the world that first comes to the child through hearing and through the feel of the child's mother is soon strongly reinforced by the sound, sight and feel of the objects of the child's environment. Children learn that by acting in certain ways and by making certain noises they can cause certain things to happen. They learn to distinguish one object or sound from another and to recognise their separateness from the rest of the world. Things and events attain significance for them.

Through experiences and stimulation the child is motivated to use language. The first words come through the meaningful association of a vocal sound with an object or action and the child's intentional repetition of the sound to make things happen. As experience grows, the child uses the word to refer to an increasing range of objects and applies it more and more consistently in the way that the adults do. Through listening to adults using words the child is stimulated to practise using them. The words first used are content words - nouns, verbs and adjectives. Thus early speech is telegraphic; "Mum cold", "Dog come", for example. Later and gradually there are added the structure words which give the child's utterances the surface structures of more adult speech and allow the child to explore more complex and more precise meanings and to receive meaning so expressed from other users of language.

It is important for teachers to realise that the acquisition of language is cumulative and continuous through childhood and adolescence.

In acquiring language and using it to convey meanings, children develop three systems simultaneously. They develop a phonological system which enables words to be made, a grammatical system by which words are put together to form increasingly varied and complex sentences and a semantic system which gives them increasing power to use words and sentences to convey meaning. There is also a constant addition of words and a continuing refinement of concepts.

3. USING LANGUAGE

By the age of five the child has progressed considerably towards acquiring the language of the adult. Although all the components of this elaborate symbol system may have been acquired by this time further development in terms of more complex interweaving of the components appears as the logical thought structures emerge. It is clear, however, that the emergence of these logical thought structures is dependent upon the components of the symbol system being first present. This intricate interrelationship of language development and intellectual growth is continuous. It emphasises the importance of recognising the language the child has on entering school. This language reflects the level of intellectual development as well as previous experience. It is the language used for communication at home and elsewhere; it is the language with which the child thinks and plays; it is the language with which he symbolizes much of his growing knowledge of the world; it is the language which, unless he has been unfortunate, has been closely associated with the love, comfort and security he has known.

4. THE ROLE OF THE PARENT AND THE SCHOOL

Schools should accept children's language and build upon it. But the acceptance of children and their language does not mean that, if the language is inadequate, there is nothing the school can do about it. One of the aims of education is to extend children's mastery of language and make children familiar with

other modes of language which they can use on appropriate occasions. Children bring to school the language which they use in order to talk, play and think. Some children come to school familiar with another kind of language. This is the language of nursery rhymes, stories and books. These children are aware of the sound of written language, and can often reproduce it in their own stories.

Speech differs dramatically from writing in that it is tangled up with shifting events, it exists for a brief moment and it uses structures which are different from those of the written language. Children must be familiar with written structures if they are to read them themselves and later to use them in writing. Small children are not aware of language as a separate activity. For them it is embedded in events. Yet they must have this awareness before reading, writing and higher levels of thought can be embarked upon. Writing can exist as pure language. It is there stark on the page. It is free of non-linguistic context. It is not under a picture, on a milk carton or in a shop-front. It is therefore ideal for the development of an awareness of language.

The young child's thinking is directed outwards on to the events of the surrounding world. Further progress depends on the child's being able to turn language and thought inwards and thus consciously to direct thought processes, discard irrelevancies and make choices about what to think and what to say. Since writing is fixed and enduring it makes possible the necessary pause for thought, for consideration and for judgement. Margaret Donaldson says:

> *"... those very features of the written word which encourage awareness of language may also encourage awareness of one's own thinking and be relevant to the development of intellectual self-control, with incalculable consequences for the development of the kinds of thinking which are characteristic of logic, mathematics and the sciences".*[11]

The very process of learning to read demands that the child has some idea of the nature of language and knows what kind of activity 'reading' is. Many children gain this knowledge through early home experiences with stories and books, and these are of the utmost importance to later development. For those children who have missed out on these early home experiences schools must do all they can to remedy the loss, but complete compensation is not always possible. Therefore, the need to alert parents of young children to the importance of nursery rhymes, stories and books is so great that it should be seen as the responsibility of the whole of society, not merely the responsibility of an education department.

SECTION B. PART 5.

THE CHILD IS A THINKER AS WELL AS A LEARNER

1. EVERY CHILD HAS THE CAPACITY TO THINK AND LEARN

Children are not empty vessels into which streams of knowledge are poured; they set in motion their own learning in response to environmental stimuli. Just as there are body structures to deal with problems of a physical nature like digestion so there are intellectual structures for the interpretation and solution of problems posed by the environment. The way in which individuals deal with a problem is determined by the level of functioning of their intellectual structures, which gradually become more complex, more capable of generalisation, and more organised and integrated because of the interaction between maturation and experience. The process has been called adaptation; children assimilate new knowledge into existing structures in reponse to stimuli and at the same time accommodation their present intellectual structures to any specific peculiarities of the incoming data, thus enabling new levels of functioning to be achieved. The individual is thus constantly adapting to the environment and organising it - a process that is going on all the time with all human beings. In the earliest years changes in response to environmental stimuli are more noticeable because the reorganisation is expressed in overt behaviour. At later stages they are not so obvious, as interactions deal with ideas rather than events.

Growth in intellectual structures is closely related to the development of patterns of response in the brain.

> *"With ten billion nerve cells in the brain alone, each of which receives impulses from hundreds of other nerve cells, the human brain is capable of almost infinite modification in its responses to the electrical messages that are fed into it from elsewhere in the nervous system."*[12]

The use of modern technology in brain research is giving greater insight into brain functioning and has led to an emphasis on the need for good nutrition and a stimulating environment, particularly during the early years of the child's life when nerve cells and dendrites are being formed and linked. Inadequate nutrition in pregnancy or the first two years after birth can result in deficiencies in brain growth[13]. Intellectual development and the development of values and attitudes, are strongly influenced by the healthy functioning of the brain.

2. INTELLECTUAL DEVELOPMENT IS A GRADUAL PROCESS

Children acquire the processes of thought gradually, moving from the very simple forms used by the infant to the more and more complex processes of adult thought.

All our adult concepts have their origins in our earliest experiences. Abstract ideas which are the raw material of adult logical thought can be no better than the conceptual foundations on which they are based. Early thought activity arises from con-

crete situations and the quality of learning opportunities provided in infancy and early childhood go a long way towards determining the quality of adult thinking. Current research, particularly that based on Piaget's developmental model, appears to point to the following general pattern of intellectual development:

	(1)	pre-operational level (2-6 years);
	(2)	early concrete operational level (7-9 years);
concrete operational stage	(3)	middle concrete operational level (10-12 years);
	(4)	concrete generalization (13-15 years);
	(5)	formal operational level (16+ years).

"The chronological ages corresponding to the stages vary a great deal from culture to culture and individual to individual, but the important point is that the order of succession of the stages is constant. Age levels may be attached to each stage but they are only given to orient the audience to the approximate grade level of the child - they are not by any criteria to be considered as definitive. Also the age ranges do not refer to the average level of cognitive functioning of the child, but rather the optimum capability of thought at the given period in his development."[14]

A description of each stage of the child's developing intellectual ability and the implications for education are expressed in a paper submitted to the committee by Prof. Collis (see the Appendices). A brief outline of this development is as follows:

Thinking at the pre-operational level (1) is logically restricted; children's reasoning is dominated by the perceptual content, and they find it difficult to see relationships and make consistent judgements. Their reasoning need not be oriented to reality and may simply reflect a personal association peculiar to their own experience.

In the concrete operational levels (2, 3), the term 'concrete' refers to the idea that children's thought structures are dependent upon current or recent experience, and thus new thinking is bound by concrete reality. During the concrete operational period, children develop, as part of their general mental development, thought structures that allow them to classify material, to break down groups into sub-groups, to place a series in order, to pair corresponding elements and substitute equivalent elements. The abilities to perform these operations make up a logical system and enable children to form concepts that are directly related to their experience, but do not enable them to manipulate relations between abstractions.

In addition, during these concrete operational stages, children develop their formal logical capabilities from the transductive level, typical of the pre-operational stage, to a minimally adequate inductive level where they are able to form generalisations (4) on the basis of several concrete instances.

The formal operational level (5) is the stage where thought genuinely becomes abstract. In terms of formal logic, the individual functioning at this level has available the whole range of intellectual skills which accompany an ability to handle abstract reasoning using both inductive and deductive logical modes. Children operating at the formal level can direct their attention to the form of an argument or situation and ignore the actual content. Whereas children operating at levels 2 and 3 faithfully report upon reality, pre-operational children do not even do that but colour reality with their own perception of the situation - the formal thinker at level 5 is able to move one step ahead and anticipate the possible form that reality might take.

The ability to bring appropriate abstract strategies to bear on a problem depends on extracting common abstract principles from the concrete data or experience so that a comprehensive overview of the problem and its setting is obtained. This overview enables abstract hypotheses to be set up and tested against the concrete data. We see therefore that, at the formal operational level, instead of making immediate judgements based only on the data supplied, children are able to form hypotheses or consider all the inherent possibilities that the data suggest and then systematically test these possibilities against the information given. This procedure allows the person to give fully articulated, comprehensive response to both abstract and practical problems.

An example of this development sequence is provided by Lodwick and reported by Peel (1960)[15]. Lodwick gave children of various ages the following information:

STONEHENGE

'Stonehenge is in the South of England, on the flat plain of Salisbury. There is a ring of very big stones which the picture shows. Some of the stones have fallen down and some have disappeared from the place. The people who lived in England in those days we call Bronze Age Men. Long before there were any towns, Stonehenge was a temple for worship and sacrifice. Some of the stones were brought from the nearby hills but others, which we call Blue Stones, we think came from the mountains of Wales.'

A picture accompanies the passage. The students were asked: 'Do you think Stonehenge might have been a fort and not a temple? Why do you think that?'

Examples of Responses

Pre-operational Level: 'It can't be a fort or a temple because those stones have fallen over.'

Comment: Irrelevant response.

Early Concrete Operational Level: 'A temple because they are all in circles.' 'A fort because some of those big stones have been pushed over.'

Comment: These students have given an answer and supported it by reference to one relevant aspect of the data.

Middle Concrete Operational Level: 'It is more likely that Stonehenge was a temple because it looks like a kind of design all in circles and they have gone to a lot of trouble.'

Comment: The student has given a definite answer and supported it with two, not necessarily related, pieces of information from the data.

Concrete Generalisation: 'I think it would be a temple because it has a round formation with an altar at the top end. I think it was used for worship of the sun god. There was no roof on it so that the sun shines right into the temple. There is a lot of hard work and labour in it for a god and the fact that they brought the blue stone from Wales.'

Comment: The student gives a definite answer supported by a number of pieces of information from the data some of which are interrelated and generalised.

Note that the concrete operational level responses are restricted to the actually presented information. The development through these substages takes the form of using more of the information presented and attempting to interrelate certain aspects of it. It is not until the formal operational level is reached that we see the person examining the information given, relating it to ideas and concepts not given and adopting the strategy of formulating hypotheses and testing them against the given facts.

Formal Operational Level: 'Stonehenge is one of the many monuments from the past about which there are a number of theories. It may have been a fort but the evidence suggests it was more likely to have been a temple. Archaeologists think that there were three different periods in its construction so it seems unlikely to have been a fort. The circular design and the Blue Stones from Wales make it seem reasonable that Stonehenge was built as a place of worship. It has been suggested that it was for the worship of the sun god because at a certain time of year the sun shines along a path to the alter stone. There is a theory that its construction has astrological significance or that the outside ring of pits was used to record time. There are many explanations about Stonehenge but nobody really knows.'

Comment: This formal response reveals the student's ability to hold the result unclosed while he considers evidence for both points of view. The student has introduced information from outside the data and the structure of his response reveals his ability to reason deductively. Note also the qualified nature of the conclusion; this is typical of the formal reasoner when the question warrants qualification.

It should be understood that within any individual child the stages of intellectual development over-lap and consequently a child may exhibit thinking characteristic of more than one level at a given time. Moreover, at any age, in times of stress, in the face of difficult problems or novel situations, regression to an earlier level of thinking may occur.

3. THINKING AND FEELING ARE INTERRELATED

Perceptions are influenced by feelings; thinking can never be detached from emotions, needs and values. The relationship of thought and feeling is a two-way process. Just as feelings influence perception and thinking, so are perceptions and feelings influenced by thought. It is important that teachers recognise that children's experiences are highly coloured by how they are feeling at the time and that their attitude affects perception, judgement and the ability to reason logically.

4. THINKING AND LANGUAGE ARE INTERRELATED

Through language children can examine relationships, make classifications, draw inferences, guess, predict, formulate conclusions, make generalisations and solve problems. While there is debate concerning the extent to which language aids thinking*, the ability to manipulate verbal symbols seems to play an important part in the process of thinking and problem-solving.

It is clear that there is an interaction taking place whereby the development of linguistic skills assists in raising the level of mental operations. The development of linguistic skills is also partly dependent upon the existing level of intellectual functioning and the degree of sophistication of the children's communication symbol system at the time. Language allows children to categorize and integrate their experiences and differentiate themselves from others. Children learn about the world they live in through language. When they have sufficient personal experiences to which the experiences of others can be attached and have reached sufficient intellectual maturity, reading and writing become a major means of acquiring and articulating knowledge. With mastery of the major forms of symbolic representation, children's intellectual horizons are broadened and thinking skills are refined and extended.

Language programs in schools should reflect this interrelatedness and give emphasis to the role that language plays in the development of thought.

> *"Finally, there is a close connection between words and thought, and at all stages language development is crucial to thought activity. The two are not identical, but they are interdependent, and the context within which the child acquires language has a permanent influence over the way he learns to think."*[16]

5. PROMOTING THINKING SKILLS

At all stages of development learning experiences which promote thinking skills are essential. Some of these are:

* Exploration
  Children should have opportunities and the time to explore

ideas, materials and situations. Constructing and experimenting in trial-and-error fashion are important precursors for some types of learning.

* Choice and Judgement Making
Children should be actually encouraged to make choices and judgements about things. At certain developmental stages choices and judgements may differ from the conventional adult view. It is the task of the teacher to encourage information-gathering and reflection and to promote consideration of alternative judgements and of the implications of pursuing a particular choice that has been made.

* Problem Solving
Children should be provided with as many opportunities as are appropriate and practical to pursue learning tasks in a problem-solving way. This seems to stimulate and provoke more active learning. An essential element of problem-solving is its practical nature.

* Hypothesising
As well as the hypothesising that is related to choice-making and problem-solving, learning should extend to other situations where children are encouraged to think beyond the here and now and reflect upon what could, might or should happen.

Teachers must play an active part in promoting thinking skills in their classroom. To do this they must be aware of current research and its implications for planning classroom experiences for children.

6. LEARNING IS AN ACTIVE PROCESS

For learning to take place the learner must be an active participant. Activity must involve an awareness of body movement, as well as the use of the senses of sight, hearing, touch and smell. Responses are made to the sensations received. Learning takes place as the individual responds, modifying and changing his behaviour in the light of the new meaningful experiences. Such interactions with the environment are not merely physical explorations of its features but include explorations of ideas and feelings brought about through contact with teachers, adults and other children. Through constant interaction in the form of exploratory activity children build a conceptual framework which is in essence an "inner working model of the world" as they see it at a particular stage of their development. This working model of the world includes a growing understanding of the interrelationships of objects and people and events in both a qualitative and quantitative sense. They use this model to make decisions concerning their immediate environment. The model must be sufficiently all-embracing to allow them consistent interactions with their environment at a given stage of development. Any inconsistencies which they perceive give cause for a readjustment of the model. This helps to provide the motivation for learning and suggests a technique for teaching.

At the same time an awareness of self in relation to the en-

vironment develops; an awareness that gives a feeling of confidence and competence and promotes further active exploration and further learning. For children, interaction with the environment is continuous but not always meaningful, because the world is an adult one and the process of acquiring knowledge and understanding is gradual throughout childhood. In this development imagination plays an essential role.

Experience has a feeling side and a knowing side and these combine to produce vividness and intensity of images. The ability to form such images is the basis of imaginative thought of our ability to reflect, ponder and wonder. Imagination extends and enriches experiences. Situations and events can be restructured in ways that are meaningful to children. Role-playing, make-believe and dramatic play are used in this way throughout childhood and contribute greatly to children's learning.

Opportunities for experiences appropriate to the developmental level of children must be provided so that they may progressively modify and refine their conceptual understanding of the world and develop their powers of imaginative thought. Language growth is an essential factor. Children should be asking endless questions and receiving honest answers and explanations; they should be exploring new concepts through language and acquiring new language for experiences encountered. These experiences and the opportunities to symbolize must coexist throughout the primary school as they are necessary to the development of children as learners.

7. CHILDREN LEARN IN DIFFERENT WAYS AND AT DIFFERING RATES

Not only do children differ in their ability to form concepts, to imagine and to think, but they can also differ in the ways in which they go about learning. This is because of differing ways of perceiving the world and thinking about it. For instance, some have a more 'global' view of their world while others are more analytical and specific. Children differ in the amount of time required for learning and differ in the tempo of their learning over a given period of time. Probably the most noticeable differences occur in the approach taken to learning that tends to be visual, aural or tactile. Thus while most children, particularly in the early years of schooling, require an approach which combines all three it will be apparent that for some more emphasis on kinaesthetic experiences will be required, and for others more on the visual or the aural.

The fact that learning styles differ is important at all levels of primary schooling because children's particular learning styles affect their ability to become involved in certain experiences and, in particular, to deal with written symbols. What is required, therefore, is a program that offers children a variety of approaches to that the most suited choice can be made. For instance, an over-emphasis on "text book" learning with all children working through the same book, often at the same required pace, ignores individual differences in rate and style of learning.

Within the school program, where the teacher has an appreciation of the underlying principles and structure of a given area of knowledge and clearly thought out goals in mind, children can be encouraged to decide for themselves how they are going to approach learning situations. In order to be able to make relevant decisions from which planning can arise, children require a receptive climate within which the teacher continually encourages and involves children in reciprocal communication about experiences. The differing lengths of time which children need at differing tasks mean that organisation requires flexibility in the use of time and space so that a variety of activities and experiences can be continuing or starting at any time during the day.

8. MOTIVATION AND LEARNING

Children learn by responding to the objects and ideas in the environment, but they will be motivated to do this only if these objects and ideas have some meaning for them. For this to occur the objects or ideas must relate to or match the existing intellectual structures of an individual. Therefore, motivation comes from 'making the match'. If the 'match' is aimed at precisely the stage within which the child is operating, there is no progression, therefore no challenge or pleasure for the learner. Should the 'match' be aimed too far beyond the stage at which the child is operating, then it becomes a matter of frustration, distress or possibly even fear for the learner. If however, the 'match' is aimed at extending the child's experience from the stage at which the child is operating, and the discrepancy is of the proper degree, then the experience should be a source of interest, pleasure and satisfaction and have a beneficial effect on the rate of intellectual growth.

While programs in primary schools should be based on a consideration of stages of intellectual development it is difficult to match perfectly the particular stage with learning experiences for each child. However, within a carefully thought-out program many opportunities for independent, self-directed learning can be included. These enable children to work from the level of their own interests and also provide the teacher with information regarding each child's particular stage of intellectual development. 'Making the match' is more likely to occur when this knowledge is used as a basis for further planning on an individual level.

9. LEARNING TO LEARN

The traditional view of children as 'receivers' of knowledge is very slowly changing into a view of them as children who learn by making meaning of their experiences. Teachers who can recognise and assess the current levels of thinking in the children they teach and plan appropriate experiences will assist and encourage further development.

> *"Simply said: there is no learning without a learner. And there is no meaning without a meaning-maker."*[17]

In interactions where the child can make meaning of experiences what is learned becomes dependent upon the child's present

capabilities and interests.

These interactions occur not only within the walls of the school, but also in the world at large. So as well as being a source of knowledge and information the teacher becomes even more importantly a catalyst and a resource person and uses whatever materials and people facilitate these interactions or learning situations. Parents and members of professional, merchant and industrial bodies should become part of the educative process. The media and the products of technology should also be utilised. However, the teacher must maintain the position of monitoring the child's experiences through knowing when an activity is educationally significant and worth pursuing and when re-direction is necessary.

The teacher will be concerned with structuring the environment and setting goals which will engage children's interests which will encourage them to participate in activities and tasks that are personally challenging and satisfying, and which will facilitate educational growth.

Attention to the level at which a child is operating at any given moment would help a teacher know whether to provide for new experience or consolidate previous learning.

SECTION B. PART 6.

OBSERVING AND EVALUATING GROWTH AND DEVELOPMENT

1. OBSERVING

Recording observations of all children has particular relevance to a developmental approach as it is an important factor in knowing the child more fully and being able to plan more appropriately. It is not sufficient to make observations of children only when they appear to have behaviour problems.

There are four basic methods for observing and recording children's growth and development.

* Anecdotal records consist of anecdotes or incidents which are recorded either as they happen or as soon afterwards as possible. Anecdotal records provide more details of the child's behaviour than does a check list.
* Check lists serve several purposes. They are a simple and quick means of recording children's behaviour.
* Case studies consist of detailed descriptions of all phases of children's lives. In contrast to the random nature of anecdotal records, the records for case studies are carefully planned so that they include a total systematic view of each child's behaviour.
* The kinds of tests and inventories that are used, and their appropriateness, will depend upon what the teacher wants to find out and what is already known. Unless tests used are needed for special purposes, just as much useful information can be gained from careful observation.

The total view of the child should be a composite of observations and discussions. At times this will involve seeking relevant information from other personnel such as senior staff and fellow teachers, specialists, welfare and guidance officers, and health sisters. Interaction with the family may also provide information about the child which enables the teacher to plan more adequately. This may be formal, such as parent-teacher interviews and home visits, or occur incidentally through social gatherings, meetings and community involvement.

2. EVALUATING

The method of evaluation will depend upon the teacher's view of how children grow and develop.

Developmental theory sees children moving at their own pace through clearly defined stages of development, exhibiting different levels of functioning at each stage. Acceptance of the existence of developmental stages includes being aware of the kinds of behaviour which are associated with a certain stage of development. The teacher is then able to evaluate the types of behaviour which a child exhibits and to monitor progress over a period of time to ensure that the learning environment is supportive of the present stage of development.

This can be done by choosing or devising check-lists, making anecdotal reports and child studies and using questionnaires and sociograms to record information that will assist in diagnosis and evaluation.

Children also should be developing skills of self-evaluation through being encouraged to review their learning experiences in terms of their contribution to personal satisfaction and mastery. This process includes such things as easily compiled check-lists of progress in areas such as reading and mathematics, making regular self-selected collections of work, as well as written reviews and anecdotal records which could be kept by older children. However, one of the main avenues for developing self-evaluation is in the provision of many opportunities for talking about experiences. Children can share opinions and ideas with one another or with the teacher.

Within the context of evaluation based on developmental theory, standardised tests have a place if they are able to be used in ways which are congruent with the values of a developmental program. However, it must be remembered that where an individual is constantly evaluated against the group, or individuals in the group against each other, intrinsic motivation for learning may be lost, and, moreover, some children may succeed at the expense of others. Repeated failure is not conducive to the individual child's development of autonomy, competence, rationality and sensitivity. The use of evaluation techniques which measure a child's attainment against previous attainments are related to interests as well as abilities. The aim of evaluation is to diagnose present interests, abilities and levels of development, to measure progress towards desired goals and to gauge the effectiveness of the teacher's program in facilitating experiences which promote growth. This process is a dynamic one; information gained from the evaluation is assessed and changes are made to the program where necessary. Care must always be taken during the process to match the child's current stage of development and the learning experiences.

The following aspects of evaluation are emphasised:

* Child self-evaluation. All children make self-evaluations; subsequent behaviour reflects these evaluations. Teachers will facilitate this evaluative process through group discussion and by asking leading questions of individual children.

* Observations of children need to occur continuously, as evaluation must be based on information gained from observation of individual children. Written records of these could include:

    - anecdotal records of behaviour considered significant;
    - check-lists devised by the teacher;
    - samples of questions asked;
    - samples of answers to teacher's questions;
    - evidence of representation of experiences.

* Program effectiveness. The teacher needs to be continuously evaluating the effectiveness of learning programs and environments provided for children. On the basis of evaluations, modifications to these will occur in accordance with the observed needs of individual children.

SECTION C

THE SCHOOL IN ACTION

INTRODUCTION

> *"We might cease thinking of school as a place, and learn to believe that it is basically relationships: between children and adults, adults and adults, children and other children."*[18]

In schools certain desired things happen to children guided by the light of what we know about the nature of children and influenced by what we have defined as the purposes of primary education.

To be able to cater for pupils' needs the teacher must develop an awareness and understanding of the following:

* the child's characteristics at the various stages of development;
* the developmental tasks which a child faces at a particular level of development;
* the sequence of conceptual development in certain content areas;
* the processes and procedures which operate in various content areas.

The implication of this awareness is that educational organisation and programmes must recognize the patterns of development common to most children and, at the same time, respect the different rates of individual progression. There must also be allowance for children who appear to diverge from the general pattern of development.

The need to serve both the group and the individual presents schools and teachers with a challenge to which they are responding in different ways, according to prevailing circumstances. The larger the school and the larger the teaching group the more difficult becomes the resolution of the problem. Hence there is at present considerable experimentation and innovation with whole school organisation and sub-groupings and with the provision of educational programs. There is a concomitant concern for the development of the kinds of leadership which will at once accommodate change and maintain stability. This Section deals with these issues, along with others particularly pertinent to the educational programme, such as the environment, resources and evaluation.

SECTION C. PART 1.

ORGANISATION FOR LEARNING

Developments in Australia and overseas in recent years have produced many schools and teachers where teaching programs have operated most effectively because the concept of success for each child has been consistently promoted, the classroom climate has been purposeful, welcoming and secure for every child and fun and pleasure have been constant elements of the learning process. Flexibility has been a feature of the operation and has allowed whole class discussion, work in smaller groups and individual attention for children. Schools have presented a wide range of experiences, especially language experiences, both teacher-directed and child-initiated, and there has been scope for creative and spontaneous expression. Planning has begun with children at various levels of development and an understanding of the process of development has ensured that teaching has complemented learning.

The increase in knowledge about a child's early growth and development has made educators increasingly aware of the importance of continuing to make accessible through schools the educational advantages that can be present in a home.

There are obvious advantages that a child can have in a home situation. There are both security and authority. There are food and warmth and love. Children are safe in places they know and may venture out with assurance and protection. They are surrounded by the language they have grown up with, and which comes to them from adults and from other children. They are in close contact with people who are involved in activities they can share in. There are people with common interests who will listen, talk, help, show and direct. Their parents can read to them and with them and enjoy with them nursery rhymes, stories and books. They can talk to themselves and play their own nursery rhymes, stories and books. They can talk to themselves and play their own imaginative make-believe games, or they can play with others. They know the freedoms and constraints of their world. The learning conditions that are present in such a home can further promote sound educational development if they can be made to prevail in a school situation.

To say this, however, is not to say that schools will fail if they are different from homes. The extent of the desired duplication between home and school will necessarily alter as children become more involved with the world outside their home. Although there are some cottage schools there is no discernible movement in Tasmania to substitute homes for schools or to see schools as anything other than needed educational institutions distinct from homes, however closely the two might work together. Indeed, the professional expertise that teachers can provide, the resources made available, the wide experiences and the opportunities for extended intercourse presented give schools potential advantages beyond those of home. As well as this schools can adapt the environment and the learning experiences to suit the levels and needs of children at their particular stages of development.

Schools are, however, artificial institutions, conceived and established to serve the changing needs of particular kinds of societies. They tend to place children in contrived situations and, as a rule, the larger they are the more they are in danger of being institutionalised.

Tasmanian primary schools at present vary substantially in size and there is a close connection between the size of the school and the size of the community the school serves. Thus we have schools which range in size from the one-teacher country school of about twenty or fewer children to the big city school of up to one thousand pupils. The size of the school influences the nature and organisation of the school. The small country school has all grades from one to six. The larger country school of two rooms consists usually of the infant room and the primary room, though at times the division occurs at the end of the third grade. In the largest schools there are several classes for each grade with a separate teacher in charge of each. The need to have specialized areas for young children developed over the years to the extent that, in larger schools, separate provision was made for them. The need for this is becoming less as a philosophy based on children's growth, development and learning is seen to be relevant at all levels in the primary school.

Similarly district high schools which, as area schools, tended to promote the division into secondary, primary and infant schools are now tending to reverse the process. They see, as their great advantages, their generally smaller size and their ability to foster the continuity of a pupil's development from school entry to advanced adolescence.

The school size issue most commonly brought to the notice of the committee related to the acceptability of schools considered large and the consequent problems associated with organisation, communication and the impersonal nature of these institutions. The implications of these comments were threefold:

* There is a desirable size which offers the best opportunities for pupil development, teacher satisfaction and efficient organisational functioning.
* There is a size of school enrolment beyond which no school should be permitted to grow.
* Some Tasmanian primary schools are too large and options for reducing their size ought to be investigated.

The committee has already clearly established its position on the interrelatedness of the developmental process. It sees the social and emotional well-being of the child as central to the educational enterprise. Personal relationships between all those associated with the child's learning are of paramount importance. The committee, therefore, agrees with what the Tend Report says:

> *"Student satisfaction with school is largely dependent on the warmth of student-teacher relationships in the school and the extent to which the student can feel himself accepted throughout the institution. On both counts small schools are likely to fare better than large ones."*[19]

The 1977 Secondary Education Report, in opting for smaller schools, put it this way:

> *"Research does show that the quality of relationships between teachers and students is crucial and the evidence available to the Committee shows that it is related to the size of the school ..."*[20]

The committee is firmly of the view supported by the majority of professional opinion that a school can grow beyond its capacity to offer a desirable educational experience to all its pupils.

A two stream school, with a kindergarten and preparatory class and two classes at each of the other grade levels, is suggested as the maximum size beyond which no school should be allowed to grow. However, the committee is aware that many educators consider that the desirable maximum size is less than this.

School size should always facilitate the following:

* Growth of security and confidence in children to the point where they can adjust to large numbers of people and move freely about the building without anxiety.
* The development of a sense of school community, in part brought about by whole-school gatherings.
* A welcoming, non-threatening aspect to encourage parental involvement.
* Easier community access and sharing of facilities.
* Team cohesion and sharing amongst the staff.
* Major concern of its leaders being directed towards education rather than administration.
* Avoidance of the situation where children mix with only those of their own age.

A large school has advantages. Amongst these would be the ability to marshal a greater range of resources, greater flexibility in matching children and teachers, a greater number of teachers for both children and teachers to relate to, and more human resources for development of a school curriculum and educational program. This committee believes that these advantages are present to a satisfactory degree in a two stream school and that any of these attributes lost in the smaller school are more than made up for by other advantages that the smallness of a school brings.

The concern of the staff of the established large schools today is to find means of organising schools so that children have some of the advantages of small school situations.

There are several solutions which the committee considers to be worthy of exploration and possible adaptation.

* There is the establishment of the mini-school within the large school so that the large school is sub-divided vertically into smaller, more manageable entities each with its own staff and educational leader. Such mini-schools

could contain children of all ages from kindergarten onwards. Thus a school of nine hundred pupils might be divided into three or four mini-schools. This may involve some capital expenditure in re-developing facilities but would prove much more economical than new school development.

* There are several possible modifications of the mini-school concept which involve pupils of a narrower age range. Groups of a range of two, three or four years can form entities or sub-entities within larger schools. Thus a primary school of four hundred pupils could be divided into two schools of two hundred pupils, each consisting of eight classes. Each of these classes might contain an age range of from eight to eleven years, or there could be four classes of eight and nine year olds and four of ten and eleven year olds.

* Another possibility is the teaching of smaller groups of pupils of varying ages by teams of three or four teachers. In older type schools this would require architectural modifications in order to open up separate rooms into larger communal areas. The groups might be regarded as largely independent entities or simply as teaching groups within the larger school.

* The possibility of establishing a separate school with its own resources adjacent to the larger school might be explored.

The control of school size is most easily regulated in new sub-divisions where flexible provisions can be built into the initial planning. Researchers can predict with a high degree of accuracy both the extent of the initial rapid influx and peak enrolment when the area is first opened up, and the likely ultimate stable school population level.

It is important to recognise that children from housing subdivisions are likely to have special needs. They usually face greater social problems than the community at large. New subdivisions lack initially any sense of community. They are in great part composed of uprooted, isolated, frequently disadvantaged families. In this environment the school - close by, small, welcoming, provided with additional facilities and resources - can fill a role beyond its immediate educational purposes, while at the same time admirably achieving its major purpose.

There are several suggestions, one of which is the provision of temporary street schools. A second possibility worthy of investigation is the provision in subdivisional planning for a number of smaller neighbourhood schools each with perhaps a total enrolment in the vicinity of two hundred children. A third possible solution to problems associated with new subdivisions is a change in policy relative to building activity in these sub-divisions so that the building of homes occurs in stages, separated by several years. This would avoid the situation where a school grows quickly to enormous size and then gradually declines.

The committee strongly favours the third of these.

The re-development of inner city areas by means of high-rise and other forms of housing development will probably bring about increased enrolment in older schools and thus accentuate the difficulties already existing because of out-dated architecture. Where enrolment at such schools is likely to exceed four hundred pupils, needs should be met by providing temporary accommodation or by building new or additional schools.

Country schools are often very small, less than fifty students, and because of sparse population and travelling distances, will continue to be so. Many of these schools provide an excellent learning environment featuring intimate teacher-child relationships and especially strong parent and community interaction. However, there will be some situations where, for educational and economic reasons, some small schools may have to be closed.

The movement towards organisational patterns which aim to make accessible to pupils of larger schools the advantages of family and smaller school education is motivated not only by the overt social needs of children. The movement towards smaller and smaller organisational groups is reflected also in the pattern of grouping within classes and teaching units, even when these are quite small. The influence behind this is the increased understanding of the needs of children which has come from the greatly increased professional knowledge about how children develop and how they learn.

We can understand most clearly the trend of today's developments if we reflect briefly on what appear to have been the assumptions that underlay the educational practice that demanded uniformity of intake, activity and response from each member of large classes of pupils. Such assumptions were that pupils came to school primarily to acquire skills and knowledge; that skills were acquired through drills, and knowledge by listening to the teacher talk; that educational authorities knew what skills and knowledge were required and how much time should be spent on acquiring them; that progress was measurable in the terms of clearly defined levels of competence; and that those pupils who did not move forward at the same rate as the general mass were failures.

The learning group that resulted from the application of these assumptions was the mixed-age group which came about through the system of promotion by achievement, whereby a pupil was not promoted until he had reached a desired standard in a previous grade. Modern developmental theory would agree that the next stage of operation cannot successfully be entered upon until the former has been mastered. However, this past practice did not allow for the fact that individuals develop at different speeds and pass through stages at different ages; that the most effective method of learning is different for different persons; and that forcing children to appear inferior can have social and emotional results which restrict and distort many aspects of development.

The system whereby pupils are promoted annually from grade to grade, regardless of maturity or competence, was intended to overcome the social and emotional dangers of the previous system. It recognises that there is a discernible general pattern in physical, intellectual, conceptual, social and moral development and that most children of about the same age are at about the same level of development and are developing at about the same rate. In theory its sponsors advocated the provision of facilities for those who were obviously not at about the same level as the rest.

In practice many children were not well served because insufficient importance was placed upon the effect on individual children of developmental differences in stage and rate of learning. This led many teachers over a long period of time to teach to the estimated middle ability level of a group, to keep course content and time constant and to expect uniform progress by the majority of individuals. Slower pupils were often coerced by pressure and punishment into trying to succeed at levels they had not reached but were not given the additional time and attention which were their chief needs.

Ability groupings, whereby classes were composed of pupils who fall within a certain range of measured intelligence, have been infrequently used in primary school but sometimes composite classes are made up of, for example, the brighter nine year-olds and the weaker ten year-olds.

Imposed on the age grouping system, and born of its failures, was sometimes a whole-school system of grouping, usually for Reading, Mathematics and Spelling, according to the pupil's age or grade level of performance. At certain times during the day, directed by bells or whistles, pupils went off to class groups according to the level of performance of each pupil. Thus a Grade IV Spelling group could have consisted of pupils from Grade III to Grade VI.

The virtues claimed for this system are that pupils are asked to perform at or near their levels of competence and teachers can prepare for and teach whole groups en masse. The defects of this system are that pupils' abilities are served but not their needs, needy individuals are denied the personal attention which is their greatest need and remedial work, whatever is done, is not related to ordinary classroom activity. A further disadvantage is that, because children are developing at vastly different rates, equality of achievement is a momentary state and changes continually. Furthermore, the practice of developing skills in isolation from their application to an integrated system of development is in direct opposition to accepted modern theory.

The achievements that are applauded in the opening paragraph of this Section on "Organisation for Learning", have resulted very largely from the determination of teachers to make full use of what is known about child development. Thus educational organisations and programme construction have consciously aimed at the recognition of the patterns of development and their implications. But, perhaps even more importantly, they have set out to allow

for the individual capacities and needs of pupils and, in serving these, to bring educational practice into line with the best of educational theory.

Whole-school organisation is now reflecting the knowledge that schools are places where pupils should be known as individuals by more than one teacher and their immediate class mates. Teachers know that language and social and moral development are not best served when pupils spend almost all their school lives in contact with only those of their own age. They know, further, that educational development is continuous and incremental and should not be disrupted by artificial and physical breaks such as those between infant and primary and primary and secondary schools. Such beliefs have led to what is known as family or vertical groups in schools where children of mixed age and ability are placed together.

But along with these beliefs there are others of a more significantly individual nature, which were born of the greater knowledge about child development which has accumulated over the last two decades. This knowledge has strongly influenced the grouping of children in teaching units. The following are foremost among these beliefs:

* Language in one or all of its forms is, at all times, basic to educational practice, and school organisation and practice should allow for the greatest possible extent of language exchange.

* Children do not learn only by sitting and listening. Physical activity and talk are natural and necessary elements of the learning process. There are times, too, when a pupil needs to be still and quiet.

* Education is holistic and should be so treated. It cannot be either naturally fragmented or successfully developed as a collection of discrete elements.

* The pupil's concentration span depends upon his capacity and the activity in which he is engaged. It is often less than half an hour and could be, at times, much longer.

* There is no omniscient educational authority which can determine all that every child should know. Certain basic requirements of any educational system are generally agreed upon. Apart from these, desired education content is highly flexible and responsive to the needs of pupils, parents and circumstances Pupils, in particular, have some right of choice of education activity. Building up a personal store of knowledge should be accompanied by the ability to increase it, classify it and use it.

In addition to these beliefs, there is today greater practical recognition of a simple truth that has been known for a long time - namely, that, while in most educational activities, and especially in the fields of literacy and numeracy, almost all pupils can attain a satisfying degree of competence, some start later and take longer than others to do so.

The practical expression of these convictions has brought about a rejection of passive, desk-seated learning, whole-class grouping, invariable half-hour lessons and externally imposed program content.

In their place has come a variety of teaching methods and their complementary pupil organisation and grouping which is loosely referred to as 'open education'. The particular form this takes differs from school to school and from class to class. It is influenced by the extent to which convictions such as these just listed are accepted and accommodated.

There is need to allow shorter periods of concentration for some pupils and longer periods of application for the intensely absorbed, to provide for choice of activities by small groups and individuals, to enable pupils to talk together in small group operations, to allow some pupils to be quiet while others are active and to give individual attention where it is needed. This makes it inevitable that within the teaching group, whatever its nature, there should be a highly flexible and constantly changing pattern of sub-grouping.

Consequently a desirable feature of today's classroom organisation is flexibility of grouping. This reflects the best information available about the most advantageous circumstances for educational development. Its scope includes the particular circumstances of the one-teacher school and the co-operative teaching which operates in other schools.

The need for close and constant interaction between pupils for individual initiative and for development according to the individual's needs, interest and capacities has given rise to a variety of educational programs and, consistent with these, innovative systems of organisation within the classroom or teaching area. Such programs and organisational systems are those to which we apply terms such as 'open-plan', 'integrated day', 'individualized programmes' and 'contract programs'. There are also found with increasing frequency activities which extend at times across class and teaching groups and involve larger school groups.

It is not possible to describe the organisation and operation of these kinds of educational programs in detail, for each will differ according to its perceived ends and means. In general, there are physical indications of the operation of such programs.

* There are cleared areas where pupils can move freely.
* Desks are arranged in groups where pupils can see and talk to one another.
* Children work in smaller groups or singly and the composition of groups changes throughout the day.
* The teacher works among small groups and only rarely has the whole class together.
* Part of the teaching area has been set aside as a

reading area and is used by small groups of pupils throughout the day.

* Books and other materials are on view and readily available in the classroom. They reflect the current interests and activities of the pupils.

The organisation and atmosphere presented by many modern classrooms require styles of teaching which are different from those employed in more rigid situations. A great variety of teaching styles is used by teachers in the field of primary education. There are, of course, individual differences which will always operate to distinguish one teacher's style from another's. These need be neither deep nor significant. The broad differences in teaching styles, as in organisation, are determined by the educational aims the teacher serves. It is impossible therefore to discuss teaching styles without considering aims and organisation at the same time. Style must be compatible with these.

Teaching style, organisation and programs should serve the pupils. The needs of pupils will range from those of the five year-olds who need a substitute parent to those of the adolescent who needs a teacher, an advisor or a friend. Part of teaching practice then will depend upon the teacher's response to the understood needs of different pupils at different times and in different situations. It brings into play the warmly human qualities of a teacher and is influenced by sympathy and by personal and professional understanding.

The committee is aware that the influence of advanced knowledge of educational development in teaching practice, organisation, styles and programs is more marked in some schools than in others. The committee believes, however, that the attitudes and practices commended in this Section are sound and rewarding and should be considered with interest and understanding by all schools.

SECTION C. PART 2.

THE EDUCATIONAL PROGRAM

INTRODUCTION

In commenting on the school curriculum, the committee cannot ignore what has already been said on this matter in recent times, particularly with regard to the core curriculum. The Committee on Secondary Education thought of a core curriculum as a framework of activities that would give breadth to a balanced curriculum of general education[21]. The TEND Committee thought of it as communicating, thinking and valuing, the three fundamental process goals of all school programs[22]. The Schools Commission introduced the concept of a "basic plateau of competence", a set of useful learnings which all students should possess in order to participate in schooling and in society.[23]

The committee considers that each of these meanings defines a required characteristic of the curriculum, for a school or for a child, using "required" in the sense that, if the characteristic is not present, the curriculum is not adequate. This leads to the committee's view that the requirements for a core curriculum are that it should provide, not in any particular order, for:

* an over-riding concern for pupils;
  capacity to help pupils discover meaning, feeling, power, good and insight.
* something in the minds of teachers to hold it all together;
  a capacity for treating the pupil as a developing human being;
  provision for quality performance, in for example, thinking, communicating and valuing.
* a range of things to do and ways of doing them;
  a useful order in which to do them;
  a balance in the time spent doing them;
  good reasons for the range, the order and the balance.
* enabling capabilities;
  a provision for helping pupils to be able to do the particular things they need or want to do. This includes physical development as well as intellectual, social and moral.

1. AN OVER-RIDING CONCERN FOR PUPILS

It is very easy to discuss the curriculum as an exercise in technology and to overlook the fact that the technology is nothing until teachers and pupils react with it. Because of this danger, we begin with a reminder that, whatever teachers may believe they are providing, offering, or making available, the curriculum which is learned is the one which the pupil creates by his own selection from what is offered, sought out, found by accident, and even withheld. He will learn from what catches his interest, excites his curiosity, gives him the sense of power which comes from achievement, arouses his feelings, connects with and develops his

mental scheme, shines with what he sees to be good, or wins affirmation from others..

Whether the material being engaged is chosen by the pupil because he finds it immediately interesting, or chosen by the teacher because he knows it will meet a need of the pupil, is a matter for the teacher to judge. Either way, the quality of the engagement is more important in determining the effectiveness than is the nature of the material being engaged. The quality of engagement is very much a product of the relationships that accompany it and the sense of agency that can be engendered in the pupils. Somehow the pupils must come to believe that they can create solutions to their problems and so approach the unknown problems of the future with some confidence.

The rest of the section is mainly about the technology of the curriculum, and the deliberate planning of curriculum purpose and structure. It is concerned with the kinds of technical considerations about the curriculum that ought to be in the minds of teachers, but it assumes that teachers think about the technology in the light of what they know about their pupils, and adapt the structures accordingly.

2. SOMETHING IN THE MINDS OF TEACHERS

A shortcoming of a curriculum built about a collection of subjects is that it can easily lack a general purpose and direction. The Committee believes that one of the requirements for an adequate curriculum is that the parts should contribute to the whole in a conscious and deliberate way. This means that links have to be established between the parts. The committee sees such links developing from an understanding by teachers that, whatever else is learned from the experiences they provide or the subjects they teach, the principal outcome should be an enhancement of the children's development, involving an increase in their powers of communicating, thinking and valuing.

Success in such focussing of effort depends on the extent to which teachers understand and practise a developmental approach to learning. It will work if teachers are aware of the way in which their teaching can help pupils to carry out their developmental tasks, and are able to seize opportunities to foster development when they occur. The level of teacher awareness is indicated, for example, by the way a visit to a factory or the wombat on the nature table is used to contribute to development of powers in communicating, thinking and valuing as well as to build up a fund of information.

Some of the things that teachers actually ask pupils to do are listed below in loosely related clusters. In the main, these are typical classroom activities. Depending on the level of professional awareness, the teacher may see them as activities which are sufficient in themselves, or as activities which might contribute to development in one or more of its aspects, and therefore to an increase in power to perform the processes of thinking, communicating and valuing.

Teachers ask pupils to do such things as:

Playing
Acting
Imagining
Exploring

Retrieving
Recording
Reporting
Informing

Observing
Researching
Testing
Investigating

Helping
Co-operating
Leading
Encouraging

Discussing
Questioning
Reacting
Advising

Reflecting
Hypothesizing
Conceptualizing
Speculating

Deciding
Justifying
Analysing
Choosing

Defining
Reasoning
Pondering
Generalising

Moving
Designing
Making
Creating

Searching
Projecting
Anticipating
Predicting

Teaming
Exercising
Throwing
Dancing

Criticizing
Competing
Exemplifying
Clarifying

These activities, and many others like them, are used by the best teachers to contribute to some aspect of development. Good teachers are aware of the readiness of their pupils to consolidate a developmental task, or to take on a new task, in the areas of intellectual, linguistic, physical, social, emotional and moral development. As the pupils develop in each of these aspects, they integrate in their own ways, and become better at the generalised processes of thinking, communicating and valuing, which are the ultimate point of focus for the teacher's activity.

In general terms communicating is a process in which ideas are conveyed and received according to the demands of particular situations. Thinking is reflecting upon knowledge and experience, and developing understandings. Valuing is a moving towards the establishment of a personal value system based on accepting, rejecting and modifying positions, and accommodating different values and beliefs held by others.

Thinking, communicating and valuing are terms that are probably too generalised to have meaning for many teachers. They, in turn, like the classroom activities set in train by teachers, need to be analysed into more easily identifiable operations in which pupils are engaged. Some of these operations are listed below.

Communicating:

* listening, speaking, reading, writing
* map symbols, mathematics, computer languages, abbreviations
* art, painting, model-making, diagramming

* using music and sound
* using movement and "body language" dance, gesture
* using combinations of these

Thinking is involved in:

* exploring the unknown.
* reporting on present and past experiences.
* anticipating and predicting.
* searching for, manipulating and producing information.
* developing plans of action.
* dealing with consistencies and inconsistencies.
* reflecting upon previous experience.
* perceiving causal and dependent relationships.
* dealing with problems in the imagination and seeing possible solutions.
* explaining how and why things happen.
* fantasizing about real and imagined situations.
* recognising and appreciating tentativeness.
* appraising critically and evaluating.
* combinations of the above.

Valuing is implied in many circumstances ranging from:

* attending to details.
* developing general concepts of excellence.
* sorting out and clarifying opinions.
* respecting life in all its forms.
* collaborating towards agreed ends.
* considering 'established' values and alternatives.
* operating independently.
* reflecting on feelings, ones own and other peoples.
* justifying behaviour.
* appreciating various artistic forms.
* considering human virtues such as integrity and tolerance.
* making decisions and judgements.
* receiving instructions and orders.
* developing friendships and making enemies.
* combinations of the above.

3. ENABLING CAPABILITIES

Considerations of individual capacities and rates of develop-

ment clearly preclude ideas of a totally standard, common curriculum for all pupils. Such considerations, however, provide no grounds for saying that there should not be parts of the curriculum which all should study. At the same time, because of the proliferation of subjects, courses, units, themes and interest areas which are designed in response to the individuality of teachers and their pupils, there is a growing uncertainty about what schools are required to do. This in turn, has generated in the community at large, and among many teachers, a desire for a greater degree of predictability about what children might learn in school. There is then we must say at once no reason why there should not be some common factors in the curriculum, and a demand from outside the schools that there should be. What could be simpler than to satisfy this demand?

In practice the identification and development of a common component in the curriculum poses a number of problems. Two of the most obvious approaches that have been tried do not satisfy the committee.

The first of these is the device of beginning with the existing subjects in the curriculum, and then attempting to identify the core ideas of each. This approach is rejected because it assumes that the subjects themselves, and the kind of organisation they imply, are beyond question. We are concerned more with the development of children, and so, while the subjects that currently exist in the curriculum may ultimately be right for most, they should not be the starting point for deciding what is core learning. There are some learnings that can be agreed upon but they are more than a simple aggregation of the main ideas from each subject.

The other approach is to look at curriculum priorities in terms of "back to the basics". The "movement" for this, largely activated by pressure groups external to the school, has tended to put pupil performance in limited and specified curriculum areas before the individual needs and capacities of students, and to represent a very limited view of knowledge. Thus it leads to unrealistic expectations about universal performance and to a range of activities that is too limited. The committee's attitude to this movement, particularly in number and language is treated elsewhere in the report.

The approach endorsed by the committee is that the curriculum should enable all pupils to participate in the school program with dignity and satisfaction, to make reasoned decisions, to engage in further learning and function effectively in post-school life.

4. RANGE OF THINGS TO DO

For a number of reasons, the committee sees a need for the curriculum to range widely and to make a balanced provision for each pupil from this wide range of opportunities. Such a requirement is a counter to narrowness and rigidity in content, methods and learning environments, and an acknowledgement of individual differences in talents, interests, and motivations.

The implication of a developmental view of learning is that the children are faced with a series of developmental tasks which they must complete in order to move on to the next stage. These tasks will be mastered better by the individual if they are applied to a variety of situations. At the same time, different individuals will find different situations to be the ones which actually permit a new phase of development to begin. Thus a range of curriculum activities is desirable and necessary both to cater for individual differences and motivations, and to lead to rounded development for each individual.

Development of the kind discussed above cannot take place outside a context of knowledge and experience. There are well established forms of knowledge which, though some formulations may differ from others in points of detail, provide a set of viewpoints from which to look at the world, and a set of tools for dealing with it and thinking about it, and thus an indication of what is essential to educated human activity. In the most general terms, knowledge frameworks call for experiences in school to be provided in language, mathematics, understanding society, understanding the natural environment, exploring arts and crafts, and coming to a knowledge of human characteristics and needs, including self-knowledge.

The areas of development discussed earlier in this Report involve all aspects of growth. While in theory any curriculum activity will lead to development in all directions, in practice some curriculum provisions are more likely than others to lead to particular aspects of development. Although the school program has traditionally emphasised intellectual development, and will continue to do so, it is important to realise first that intellectual development does not occur only through book-learning, and second, that if the goals of schooling call for full development of the child, provision must be made for this development to take place. In other words, the school program must provide for such things as social activities, physical activities, moral questioning. The development of the child must also include aesthetic appreciation and the pleasure and satisfaction obtained from education.

All that has been said so far has dealt specifically with a range of things to do. We must also consider ways of doing them - the scope of teaching methods and learning resources for which the curriculum should provide. An awareness of differing developmental tasks, a variety of content, and a need for a range of reinforcing situations leads to the conclusion that learning should be both individual and social, experiential and reflective, indoor and outdoor - in other words as varied as possible. The same argument for breadth applies equally well to the range of resources available to pupils.

So far the discussion has been about the range of the curriculum, and particularly about the need for variety in content, aim and resources. This is not meant to suggest that any activity is necessarily good or appropriate because it is different.

It is more important that the conception and selection of learning activities should be effective. Such activities should be economical in terms of the learner's development, teaching effort and resources. Where possible the child should be involved with making decisions about what is learned.

As well as the requirement of economy, there is a further requirement of balance. It is difficult to define balance among the range of activities suggested by the scope of the curriculum, and impossible to prescribe it except in the most general terms. All that can be said is that the range of possibilities outlined above should be available to all pupils, and that none should be followed to excess. This does not necessarily mean that the unit by which balance is judged should be the daily or even the weekly timetable. Balance is very much a matter for the teacher's judgement about individual pupils over a reasonable period of time.

5. PARTICIPATE IN THE CURRENT SCHOOL PROGRAM WITH DIGNITY AND SATISFACTION

This requirement acknowledges the needs of those children who are 'struggling' because they are in some way disadvantaged in schools. Certainly, teachers are usually quick to respond to difficulties encountered by the learner. The suggestion here is that there should be systematic attention to all of the possible impediments to a child's full participation in learning (physical, intellectual, emotional and social) that might be present and give these highest priority for the individual student.

A school could well look to novel solutions for those who presently reject much of what it sets out to do on their behalf. Thus a swimming program might achieve more in advancing a child's self-respect and social and emotional adjustment than concern for progress in the mathematics area. An after-school activities program might later reflect in improved progress in language areas through attitudinal changes. Schools can easily confirm a child's negative self-image. With thought and sensitivity they can also reverse this so that each child can participate in activities with dignity and satisfaction.

6. ENGAGE IN FURTHER LEARNING

This requirement acknowledges that some learning is a pre-requisite for further learning and suggests that some understandings, skills or values should be substantially acquired at a particular stage of a student's learning, without which further learning in a general sense cannot proceed. Abilities such as writing, reading, basic computation, spatial orientation, obtaining information etc. are pre-requisites for learning in all areas of the curriculum as well as development of a positive self-image. It remains to identify realistic expectations of students for the accomplishment of these abilities and direct resources, time and energy to that end as the highest priority. In all probability, the attitude to learning is just as crucial as some of the specific abilities.

7. FUNCTION EFFECTIVELY IN POST-SCHOOL LIFE

This particular requirement of the establishment of learning priorities frequently attracts the most public attention. It is certainly a sensitive issue in the current economic climate. Not only are we concerned here with identifying and introducing 'survival' type learning, but we are also concerned with the whole process of transition from school to post-school life. It should be seen as a process not an event and the timing of such learning experiences is as important a factor as their existence. Indeed some 'survival learning' might be pursued outside the 'normal' school organisational arrangements.

The process of identifying this learning must involve some reflection on present and projected social conditions. Schools might ask themselves their own questions about the basic moral, social, political, technological and economic roles of the individual in society as a beginning point for considering the adequacy of the curriculum.

The community expects that as many children as possible will at least attain certain minimum standards of competence before the completion of compulsory education and the school is in the best position to decide what is appropriate for each pupil.

Examples of what one might expect that a child, by the completion of primary schooling, should be able to do are:

* find out what he may wish to know from appropriate sources
* speak to and with another person effectively
* write letters, notes and records
* behave appropriately in everyday social situations
* calculate at the level required in everyday life
* respond appropriately in situations requiring an ethical or moral decision
* apply certain household and technical skills of the kind needed in everyday life
* find his way about
* make judgements or exercise choice in everyday situations
* accept that others may have different points of view
* possess an effective fund of general information and skills

This list is not exhaustive, but it is indicative of competencies most people require to function as adults. However, two problems are apparent. The first is that the list may not be sufficiently specific or detailed to be helpful, except to remind teachers in a general way of abilities that should be developed. The second problem is concerned with the phrase 'most people' and with individual differences.

8. INDIVIDUAL DIFFERENCES

Children differ. In this discussion, competencies are as-

sumed to be required learning for most children, but this requires that 'most' be defined, and account must also be taken of the fact that individuals learn in different ways and at different speeds. We cannot ignore ideas of child development even when we come to apparently simple and specific learnings.

Does 'most' refer to 60%, 90% or 99% of students? If it refers to an overwhelming majority, then the level of competence that can be attained by all will be low, and, when set out in detail, seemingly trivial. Yet what may be simple and trivial for many will take years of effort for others to master. Even after much effort some may still fail to attain the desired level, and the benefits to be derived from reaching that level may be out of all proportion to the mental and emotional costs. Furthermore, the time spent may result in insufficient time being available for the pursuit of other worthwhile and attainable goals.

These advantages and disadvantages must be weighed by teachers, who are responsible for assessing the capabilities of each individual in their care. It is a responsibility which must be shared by the staff of a school. The specification of appropriate levels can be done only for individuals, not for an age group or a class as a whole. This is a recurring responsibility, and requires that judgements be made, not at the end of a student's life at school, but continually from year to year.

SECTION C. PART 3.

LEADERSHIP IN TIME OF CHANGE

INTRODUCTION

A leader is best
When people barely know that he exists
Not so good when people obey and acclaim him
Worse when they despise him

.....

But of a good leader, who talks little
When his work is done, his aim fulfilled,
They will say
"We did this ourselves".

Lao-tzu
7th Century B.C.

The committee believes the leader's role is far more than responding to the ongoing conflicting demands placed upon a school system. It involves more than becoming familiar with, and perpetuating, patterns of organisational process which have been established over the years. The future circumstances of primary education in Tasmania will demand new modes of operation and leadership which seek to influence positively the direction and pace of initiatives. In the following section of the report the committee amplifies the directions which it believes leadership will need to take over the next decade.

The committee believes that successful leadership is the ability to move the organization towards a set of group-determined goals. The degree of success will depend upon both establishing processes which will get the job done and maintaining and furthering positive human relationships.

Within the school there is enormous capacity for leadership, not only through the role of the principal, though this is pre-eminent, but also through the contribution of others in the school community.

A prime role of the leader is to facilitate the teacher's task of fostering development in children and to provide assistance to make this task more effective. Leaders are also concerned with encouraging teachers to work as a team in the expectation that by so doing they will achieve more than if they work as individuals.

The identified tasks of leaders show that they fulfil a role that is both supportive and catalytic in:

* fostering the identification of attainable goals for the organisation and for groups within it, and creating opportunities for these to be translated into practice
* encouraging team effort and mutual support within the group in the firm belief that a group collaborating to produce a

unified thrust in a clearly defined direction is a far more potent educational force than a collection of individuals working in isolation towards goals which may be widely diverse. Implicit in this is the leader's ability to interact sensitively and purposefully with colleagues; the creation of an atmosphere of warmth, understanding and openness, where there is a genuine respect for differences and where communication is frank and uninhibited

* sharing with colleagues new insights and approaches and fostering informed discussion and decision about

  (a) the appropriateness of a change,
  (b) predicting its likely impact, and
  (c) monitoring its effectiveness

* maintaining a constructively critical approach to basic organisational patterns within the system; the educational program, its planning, implementation and evaluation; administrative procedures; the decision-making process and delegation of authority; and the communication network

* interacting with the wider community and its institutions
  promoting the goals and processes of the organisation, and monitoring feedback
  protecting the group from ill-informed criticism and misinterpretations of purposes and processes

* providing opportunities for developing co-operation with other schools and departmental officers and co-ordinating the work effort of the school staff so that it moves within guidelines established for the system

1. LEADERSHIP AND CHANGE

The committee sees as implicit in the concept of leadership the desire to move the organisation towards an ideal. However, any social system will resist change, particularly change introduced from outside. Change in an organisation must therefore be fostered by leaders within the system. And change there will be, because as A.B. Clegg notes

> *"... schools rarely stand still ...; they either move forward under the impetus of developing ideas backed by the drive of an enlightened (leadership), or they become dull and fall back"*[24].

The organisation will be in a continuous state of flux; change will always be with us. The primary task of leaders, that of focussing the energies of their team in the most appropriate growth direction, assumes paramount importance. Goals will need to be established along with a plan for reaching them, and an evaluative procedure to monitor progress. As the size of the social group increases so do the complexities of establishing aims and ensuring an orderly and uniform move towards them.

Personal growth among those who make up a school is more likely to occur if the organisational climate is receptive and

open. Much time can be wasted trying to effect change if the climate is closed and inflexible.

Schools can be rated on a continuum of organisational style from open and flexible to closed and inflexible. The open end of the continuum is characterised by extremely high morale, friendly interactive personal relations, job satisfaction, with staff internally motivated to solve problems and make progress as a group. The leaders have a flexible approach to their task and display a genuine concern for satisfying the social needs of the group; rules are formulated only as necessary to provide subtle direction and control and take into account divergent beliefs. Leaders have the ability to develop leadership in others.

The closed style of organisation is characterised by a lack of job satisfaction, group achievement is minimal and teachers do not work well together. Their day is burdened by a host of reports and "house-keeping" duties. Their leaders emphasise production and set up inflexible rules and regulations about how things should be done. These leaders remain highly aloof and impersonal in their relation with teachers, and although everyone is expected to display initiative no one is given the freedom required to perform whatever leadership acts are necessary.

The committee is firmly of the opinion that an open style is highly desirable if a school is to function effectively.

2. TOWARDS AN OPEN CLIMATE : ASPECTS OF LEADERSHIP

Staffs of schools where teachers feel that their social needs are being satisfied, and that they are at the same time enjoying a sense of accomplishment in their job, display high morale.

However desirable it might be to move towards an open climate leaders must recognise that any change of attitudes or opinions must of necessity be gradual.

Communication

Effective communication goes hand-in-hand with quality human relationships. A leader must be highly sensitive to the capacity which a group has for change at any time. A leader must know the group, and establish conditions in which genuine dialogue and flow of information are both possible and encouraged. The leader's role in this is critical, as a situation in which status and hierarchial structures are stressed will place colleagues in a potentially threatening environment; conversely, where an atmosphere of trust and acceptance is fostered and where people are encouraged to think, express and play with novel ideas, communication will flourish and personal interaction on a professional level will develop correspondingly.

Decision Making

Decision making is a key function in any social group. In considering alternatives and in making a decision, involvement of those for whom the decision is relevant will lead to more wholehearted implementation, greater commitment and, in all likelihood,

a better decision. It is the process by which a decision is taken which will profoundly affect the desire of the group to interact and be involved and the subsequent outcomes. A leader is in a pivotal position to influence the process by

* facilitating a process whereby the group can identify the need for a decision;
* distinguishing between decisions which fall within the group's jurisdiction and those over which it has no control;
* ensuring that decisions made are relevant to the group and within their areas of expertise;
* being aware of the need to structure the decisions making process, e.g. establish a flowchart and a time scale, collect relevant data, formulate hypotheses and select appropriate alternatives, and decide how and when members of the group will be involved.

The committee believes that in genuine collaborative decision making an organisation has a structure which can enhance personal interaction, lead to a sense of tangible team involvement, foster greater commitment to the selected alternative and provide consistently better decisions.

Delegation

Successful delegation is dependent upon the relationship established between the people involved. A sensitive leader will see delegation as an opportunity to share authority, to foster developing leadership talents and to use the individual strengths of colleagues.

The committee feels that certain principles should be taken into account when a leader is considering delegation:

* delegate matters of significance to the group or individual
* allow colleagues to tackle tasks in their own way - they must have organisational space to show initiative
* provide assistance when it is requested

Supervision

To achieve effective and productive supervision in a professional organisation the role of the leader should be one of consultative support where status is ignored in favour of expertise, and empathy and understanding on the part of the leader provide the key.

Traditionally perhaps the most sensitive area of the leadership process has been supervision, because close scrutiny can lead to a veneer of conformity, a stifling of initiative and creativity and a dampening of staff morale. Generally it has tended to be counterproductive. However, we cannot evade the responsibility of supervision, as it can relate closely to the professional growth of colleagues and is part of the accountability aspect of leadership.

A shift in the focus of supervision is therefore more likely to achieve the desired result of the personal and professional growth of teachers.

SECTION C. PART 4.

PARTICULAR CURRICULUM ISSUES

The committee has chosen not to deal with every aspect of organisation in the primary school. Rather it has selected some topics, ideas and issues about which there is particular uncertainty and has expressed some opinions on these.

The material that follows came to the attention of the committee through submissions, visits to schools and consultants' reports.

1. OUTDOOR EDUCATION

By outdoor education we mean any learning activity which uses resources outside a normal classroom. While Tasmanian educationalists have recommended using the outdoors as a learning resource for over a great many years the attempt to integrate a wide variety of outdoor activities into a school's program has gained momentum in recent years.

Learning programs take an added purpose, interest and excitement and the development of the child's intellectual skills is enhanced through first hand experience when the external environment is used. Teachers generally are well aware of this and we find classes moving out of classrooms and using as educational resources the immediate school environment and the local community and often moving further afield.

Internal learning environments need to allow for easy access to corridors, to other parts of the building and to the outdoors. Children should be able to move freely from the classroom to the garden and the playground throughout the day and the exterior should intrude actively and visibly into the classroom.

It has become established practice for schools to display objects of interest that children provide from their homes and from extra-school activities. The Science Table is a feature of most classrooms and displays of different kinds reflect the history, activities and occupations of the school district. Very often these displays have resulted from excursions to places of interest some distance away from the school.

There are numberless items of interest, stimuli and starting points which are immediately available and for which no planned excursion is necessary. Nature itself comes right up to the school walls. There are the changing weather patterns, the seasons and their effects, the moving shadows of the day and of the months. There are weeds and grasses and all the things that are associated with them. There are flowers and fruits and the cycles of their development and change. There are creatures that live in crevices, under logs and rocks and behind bits of bark. Their names can be discovered from reference books, observations diagrammed and recorded and supplemented by reading. There are the nests of birds and their young and the feeding of them and the

lives of the things on which they feed. There are birds and animals that many schools keep and the plants children are encouraged to grow.

The school building and its surroundings reflect the activities of the wider world. The water tap, the gutter, the live wires, the telephone connection, the footpath, the street, the bus stop are starting points from which exploration of and understanding of the world can begin. There are all the materials of the environment - wood, tiles, roofing, metals of all kinds, bricks, cement, asphalt, wire-netting, staples, nails, screws and all the thousands of other things that man has devised from the natural resources of the earth. What happens at their point of origin? What happens on the way? What will eventually happen to it all?

The development of interest in the things of the immediate vicinity is more than training in observation or a part of purely local knowledge. The vicinity is a direct stimulus to language of all kinds. On it, too, can hang whole social science, science, art and mathematics programs. It is a way into books and into information from other media. It brings together in the most meaningful possible way the things of the world and the purpose of the school.

In the past 'outdoor education' has usually meant contact with the affairs of the local community, often through group excursions and educational experiences, through visiting and living in environments further afield. These activities are often further classified as field studies and adventure activities.

Field studies aim to make use of the environment outside the classroom to promote the intellectual aspects of education. A science excursion to the seashore or a visit to Parliament as part of a social science program are examples of field studies.

Adventure activities seek to promote the emotional aspects of education by offering a challenging experience in an outdoor pursuit. In actual fact these aspects of education are often merged in the one program. This is particularly so for primary pupils. A field study excursion which involves crossing a suspension footbridge does involve a challenging experience of real adventure for many primary pupils. However, the distinction assists the planning of an experience and its integration with the total program of the school.

The value of any learning activity must be assessed by examining its contribution to the functions schools are expected to perform. Outdoor education can contribute to the school's effectiveness in many ways.

There are areas of competence which often can be developed only away from the immediate school surroundings. Swimming is one of these. Outdoor experiences offer a powerful motivation to practise a variety of intellectual skills and their value is enhanced if full use is made of this.

Some schools are developing programs for primary age pupils

which seek to promote the development of competence in certain basic skills associated with being in the outdoors. These programs are motivated by a desire to ensure that children learn to enjoy the outdoors in a way which is safe for them and which preserves the environment.

The development of an individual child in the broadest sense is a basic tenet of our educational practice. Much of this development occurs in the environment outside the classroom and the richness of experience has a great influence on the physical, emotional and intellectual growth of a child. Ensuring that all children gain access to an appropriate range of geographic, physical and social environments is compatible with this basic aim. It is of particular importance for the primary age child to be allowed to experience concrete situations and this is often easiest to achieve in the environment outside the classroom.

Unfortunately cost and time are often major concerns when providing outdoor experiences. This demands a high level of planning to ensure that such experiences are structured to achieve the maximum possible benefit. The creative use of the school yard and local environment can often remove the need for more expensive tours.

Residential experiences are of particular value in promoting the social integration of a group. Any residential experience will involve tensions between individuals, difficulties for particular children who have not learnt how to cope with group living and possible misunderstandings which arise from cultural differences. Strategies for the successful resolution of these differences form part of the planning for such experiences. The opportunity to resolve many of these differences does not arise in the classroom environment which is restricted by time, space, range of activities and established roles.

Day excursions to factories and other institutions can be used to give primary age children a first hand look at various adult social roles. Among other advantages these visits provide an initial orientation for their integration into society.

The need to understand and work with people from many different cultural backgrounds is important in Australia's multicultural society. There are many individuals and organisations who are willing to share their cultural heritage with children. The state register of these resources with additions of local people and dates of local displays and special events would form an important school document.[25]

The development of social responsibility in children is a task undertaken by all our nurturing institutions. Primary schools offer an opportunity for children to develop a social responsibility within a fairly stable peer group. Outdoor educational experiences complement the classroom experiences in achieving this aim by exposing children to a wide variety of situations in which varying forms of responsibility are demanded.

Behaviour on an excursion, participation in a local service project, visiting a caring institution, are examples of situations which can nurture a sense of social responsibility. Residential experiences can be particularly effective in promoting a responsible and caring attitude. In such situations children do not have access to the normal refuges associated with home and school life and are more likely to be forced to accept the consequences of their actions. Teachers are in a position to direct events so that children realise that each member contributes to the quality of the group's life.

The key element in all educational enterprises is the dedication of teachers to the aims of the institution, their skills in using the resources available and their sensitivity to the needs of the children in their care.

To use the resources that exist outside the classroom teachers need to possess a knowledge of the possibilities of various environments, organisational skills to arrange excursions, group management skills in the particular environment chosen and an understanding of the needs of children in the situation in which they are placed. Teacher training and development should promote the use of the rich store of resources available to teachers outside the classroom by ensuring that teachers have the skills to gain access to them.

2. THE ARTS IN PRIMARY EDUCATION

During a period when schools are expected to play a wider role in child development and also produce higher standards in numeracy and literacy the arts must not be undervalued in relation to the contribution they make to the development of children's thinking, feeling and understanding. In primary education it is important to understand that education through the arts is an active education based on direct personal experience. The process by which individuals explore their world, their materials and themselves through activity in the arts is of paramount importance. We suggest that the arts, grouped as music, speech drama, craft, art and movement (dance) are an area of experience which is fundamental to children's development as thinking, moving, speaking and feeling people.

The arts exist because enjoyment of them is an essential part of the human condition. Involvement in them is highly emotional and it is this emotional element which so heightens their importance for growth.

The arts demand active participation and arise from personal experiences which draw on the senses. In attempts to organise words, shapes, lines, sounds, colours and movements, they involve a continual refining of the skills of observation, selection and problem solving. Through such activity, children can make statements about their reactions to people, places and events, which they can then share with others. Because the urge to express and communicate is basic, it is essential that children are given opportunity to do so in ways and with materials appropriate to their particular mode and stage of development. Ours is a society heav-

ily reliant upon words - both oral and written. In our desire to fit children to cope with this pattern, it is easy to overlook their need to express and communicate through movement, dance, drama, painting, drawing and modelling. Experience with symbolic forms provides the basis from which such sophisticated methods of communicating as writing and reading evolve. We are becoming aware that "more of the same" in the numeracy and literacy areas frequently is not effective and we must look further into the underlying accumulation of experiences from which children may acquire these skills.

The fulfilment of making one's own marks or sounds or actions brings intrinsic satisfaction and positively affects self-image, self-knowledge and the ability to respond to another's expression of experience. This understanding of themselves and of others gives children insights into the commonality of human experience. Without these children's ability to gain meaning and pleasure from reading stories and poems is limited.

The development of expertise and confidence in expression through any art form is cumulative. Children are not always given the opportunity to explore, persist with and reach some satisfactory resolution of their work. Rather, in art for example, they may be occupied with paper dolls one week and blot patterns the next, gaining no sense of achievement from either. The committee supports programs in art, music, dance and drama in primary schools which give children opportunities from an early age to develop talents and skills in a planned and sequential manner suited to individual needs and abilities.

There is also a need for programs in which the arts are seen as part of a total integrated communication of ideas, thoughts and feelings at all stages of development.

We would stress that the arts have a unique place in developing people's capacity to live a life that is full and rich. In a twentieth century marked by increased leisure, a personal desire for creative achievement and the increasing demands for adaptive skills and creative resources, we would want to assert that to deal with these aspects of society people need to have within their grasp the capacity to live a life that is more fulfilling. The arts have a special place in developing this capacity.

The report *Education and the Arts*[26] recommends such integrated programs. This poses difficulties for schools because of the lack of teachers with appropriate experience, skill and confidence in the arts areas and this has tended to divide the arts into areas to suit the expertise available. In addition, the pre-service preparation of teachers provides inadequate experience in arts education. A further constraint on schools is the lack of suitable spaces. This lends weight to comments in Section D on the necessity for resource teachers and appropriate areas for the arts. The committee believes it needs to set up a related arts program in some pilot schools and to provide the resources and facilities to make this possible, so that the values of an integrated arts program can be understood

and appreciated.

There is a noticeable trend towards greater community participation in the arts and consequently a more positive attitude to the value and role of the arts in adult life. Schools need to reflect this by developing in children an enjoyment and satisfaction in participation as well as an appreciation of the cultural, aesthetic and intellectual contribution of the arts to personal development. Much of the beauty of the school environment should be created by the children themselves and by the care taken in the display of their work.

> *"While our high achievements in specialised fields, particularly in the sciences, have improved our material standards of living, they have also diverted us from those values which are responsible for our emotional and spiritual needs ..... In a well balanced educational system in which the development of the whole individual is stressed, his thinking, feeling and perceiving must be equally developed in order that the potential creative abilities of each individual can unfold."*[27]

3. PHYSICAL DEVELOPMENT

Physical education is an integral part of education and contributes to the total development of every individual.

A child's level of physical fitness and mastery of motor skills is related to his ability to function meaningfully in the environment. To satisfy the requirements of this basic premise the objectives of physical education can be outlined as follows:

* The development of a knowledge framework to enable the individual to make informed decisions about competitive and recreative activity patterns.
* The need for vigorous activity to promote growth and development.
* The need to develop skills in movement, including fine motor and co-ordination skills.
* The need to prepare for leisure.
* The development of socialisation skills through group interaction and decision-making.
* The development of an adequate body and self-concept.
* The development of aesthetic appreciation of individual movement patterns.

To achieve these objectives a physical education program will provide:

* a progression of activities based upon the developmental stages and abilities of children;
* adequate time for a daily period of vigorous activity for every primary student;
* involvement in a variety of skill learning activities in-

cluding those related to the development of fine motor co-ordination skills;

* opportunity for participation in both individual and group activities.

The importance of daily physical education activity cannot be over-emphasised for the success of physical education programs. The research of Lawrence Rarick indicates that pre-adolescent school age children need four to five hours of physical activity each day.[28] In our present society, characterised by sedentary living patterns, emotional stress, poor dietary habits and lack of physical activity the school program has responsibilities to correct deficiencies that are often considerable.

All investigation undertaken by this committee emphasises that the earlier children can be involved in a variety of guided movement experiences, the better.[29, 30, 31, 32.]

Educators have always recognised that the physical, social, emotional and intellectual development of children are indissolubly linked, and are interdependent aspects of the total curriculum.

Australian leaders in the field of physical education, including Dr. A.W. Willee[33] and Professor John Bloomfield[34], state that a physical education program, structured to the needs of children and controlled by qualified teachers, plays a major role in the social, physical and intellectual development of the child, and that the most important time for this development is during the child's primary school years.

Australia has traditionally placed specialist teachers and emphasis on physical development at the secondary and tertiary levels. It is envisaged that Tasmania will, in conjunction with other states, ensure that children in their vital primary school developmental years, are the recipients of a worthwhile physical education program.

If physical education is to take a worthwhile place in primary education, it is essential that a carefully constructed curriculum guide detailing selection of outcomes and progressively graded activities be available to all teachers. There is also need to develop an evaluative framework enabling teachers to determine the present status of motor skill development for each child, so that a meaningful program can be presented.

4. COMPETITION AND THE CHILD

Competition is a social process that can occur in any context. It is a powerful process within a physical activity framework because results are observable by all.

It has been commonly observed that adults in competitive situations tend to emphasise the ends such as winning, or com-

pleting the game, thereby overriding the intrinsic values of the game as a means of social interaction, improving skill level, experimenting with strategies, having fun and resolving conflicts.

Competition can have consequences of an intrapersonal, interpersonal and performance nature. The intra-personal dimension includes such considerations as moral decision making, developing confidence and self-esteem and attitudes towards physical activity. The attainment of inter-personal competence, the ability to interact within a range of learning contexts, both adult and peer directed, are important socialisation skills in terms of the child's development and preparation for the tasks of adulthood.

Competition can have a positive motivational effect upon a skilled and competent performer but can disrupt and threaten the relatively unskilled and insecure child. The teacher must be aware of the forces inherent within a competitive situation and create an environment where children can perform within the limits of their ability, feeling secure and being accepted by both peers and teacher.

It is important to recognise competitive situations as a forum for moral decision making in areas such as fair play, accepting rule decisions, controlling aggression and discouraging cheating. When rules of behaviour reflecting winning as the end result are adult imposed, or group sanctioned, children enter a conflict situation if these attitudes are at variance with their own value system. In this situation children are implicitly encouraged to act amorally, rejecting responsibility for their own actions because the decision was not theirs to make.

Competition is undesirable if:

* it is so intense that it leads to emotional disturbance;
* success is limited to a small portion of the group;
* winning overshadows group or team co-operation and the value of the activity;
* losing implies failure and threatens loss of peer approval and adult approval;
* it is introduced too early in the child's development or it interferes with social adjustment.

It is unrealistic to reject competition outright as its influence permeates all educational environments. Teachers need to plan physical education and classroom programs recognising the competitive processes inherent within the activities they present.

5. SPORT

Sport in the primary school cannot be viewed as an isolated entity, but must be considered as an integral part of the physical education program.

An adequate physical education program includes learning ex-

periences beyond those related to acquiring sports skills. Other aspects include dance, gymnastics, outdoor and recreational experiences, health and human relations education.

Sports activities are an important part of the Australian life style. There are many cases where their importance being disproportionate becomes detrimental to the development of individuals, in particular of young children.

While competition can contribute to greater effort and building of ego strength, it can also damage children who, for a number of reasons, may not be able to compete.

Sport in primary school should be carefully planned and monitored to eliminate destructive anxieties, feelings of inadequacy and physical damage.

The positive aspects of sport, properly translated for young children are in the benefits of confidence building, enjoyment and camaraderie.

Performance against others should not be seen as a major purpose of the activity. The building of healthy and positive attitudes towards sport and physical fitness would seem to be the most important contribution towards later participation in these types of activities.

A major aim of the primary school should be to assist children to build up their confidence and enjoyment in physical activity. Schools need not only to give children the opportunity to participate in sport, but actively encourage them to participate and to recognise their strengths and abilities in a wide range of sporting activities.

One of the strongest influences which affect children's developing attitudes to sport comes from adults, coaches, supporters and opponents, teachers, and parents. It is therefore critical that these adults be aware of their responsibility in this field and behave in such a way as to encourage positive attitudes. Coaches and supporters have an important responsibility not only to provide competent instruction and guidance in techniques and strategies but also to create a psychologically healthy situation where children can receive the positive benefits of participation in sport.

In primary schools where sports involvement through school teams is an adjunct of the physical education program, it is important that coaches and teachers see the particular sports activity in terms of the child's developmental stage.

In the area of sports skills schools must resist social pressure to impose adult framework sports upon children who are neither socially, emotionally or physically equipped to deal with the associated skills, strategies and the pressures of adult expectation.

6. SCHOOL LEVEL EVALUATION

Evaluation

People concerned with the education of children have long recognised their responsibility to try to understand more fully the factors which help or hinder children's development. The process of critical appraisal of the school's educational theories and practices is the mainspring of evaluation. During the process information is obtained, analysed and communicated for the guidance of educational decision-making. Evaluation is always concerned with possible improvements in the operation of the school; therefore its practitioners must be open-minded, flexible people who are prepared to change their ideas and actions. Individual teachers reviewing their own programs may undertake relatively simple, ad hoc and private evaluations but the nature of the process must change when a group of people is involved. When people are drawn together by their common concern about educational issues, evaluation takes on the aspect of a professional, educational debate. Under these circumstances the evaluation will be planned, organised and public. The public nature of the evaluation may be limited to the immediate group or it may be entirely open according to the needs and intentions of the initiators, but in all cases it will be planned and structured.

The aspects of school life which may come under evaluation are educational goals, children's growth and development, school organisation, teaching processes and their outcomes and material and resource usage. If curricula and programs that make up curricula are to be effective they must be built on a process of continuous evaluation. An important dimension of evaluation can occur before the event, or in the case of a new proposal, in its earliest stages, in that the question can be raised whether the original aims or purposes of the curriculum are worth pursuing in the first place. It may well be that a curriculum offers a set of objectives, reasonable content selection, specifies useful learning experiences, is reasonably efficient in its use of resources, and seems to achieve its objectives. But, if the objectives are not worth while in the first place, what is the point of evaluating the programme? The evaluation of the goals of a program is too often ignored. Evaluation enables educators to keep their ideals fresh and focussed, to develop policies and implementations which carry out their true intentions and to make decisions which are designed to influence the future in a desired way. Decisions are always made provisionally, because they rest on a defined body of knowledge, they are constrained by a set of possibilities and are suitable for a given situation. However, knowledge, possibilities and circumstances change and decisions must be constantly revised to keep pace with the changes. For this reason, evaluation should take place at all levels of decision making at all times.

Levels of Evaluation

On the most far-reaching level, the system level, policy makers have to monitor the implementation of their policies. Constant reflection on decisions taken enables administrators

either to modify policies in order to make them more effective or to change them and replace them as they become obsolete.

School level decisions may affect teachers, pupils and parents alike and therefore all these groups have a right to participate in the process of decision making. In the school setting all those who have primary responsibility for the development of the child may naturally and easily come together to formulate theories and advance practices of education. The school is accepted to be the basic unit in the organisational hierarchy of the system. Because of its unique responsibilities and opportunities the school is the most important practitioner of educational evaluation.

Within the school, evaluation can be undertaken on a sectional level, on a classroom level and on the level of the relationship between the teacher and the individual pupil.

The Process of Evaluation

Topic selection, or focussing, is the first identifiable element in the process. The teachers in the school need to come together to discuss their opinions about the current needs of the school and arrive at a topic of major concern. Sometimes a school will find the area of evaluation fairly easily. At other times a searching process of problem identification needs to take place to give everyone equal opportunity to voice individual perceptions about the school's needs. In most cases the topic judged most pressing by the largest number of people will be the one selected for evaluation. After the area for evaluation has been selected, the various aspects of the topic or the problems associated with it need to be clarified and stated. The focussing process should also encompass the identification of possible causative factors which help to determine the nature of the situation at the present time.

The debating group will need a communicable body of information in order to understand more about the issue. Initially, information which is already available to individual members must be made explicit and communicated to others. New information may be obtained through various methods, including interviews, questionnaires, submissions, observations and investigations. The process of collecting the information should enable the group to gain insights, while the collected body of information should result in shared perceptions about the issue under consideration. There should be a consensus about the type of information the group considers admissible.

Before it can form the basis for judgement, the information has to be collated and the main points highlighted. The collected body of information often has to be restated to bring out its significance for the situation from which it has been taken. Depending on the type of information collected different skills will be needed for the analysis phase. These skills may range from a sensitive appreciation of the life of the school to mathematical skills of data handling. Analysis enables the group to see clearly the 'meaning' of the information.

The process of judgement should result in a clear statement of whether the situation as described by the information meets with expectations and, if not, what aspects of the situation are most in need of change. So that this might come about, at some point during the evaluation, either at the initial discussions or after the anlysis, the evaluators need to come to a consensus or a limited consensus concerning their ideas, philosophies and general aims. This provides the yardstick against which actual achievements and practices can be judged to be adequate or wanting.

A successful evaluation should help the participants to see the issues more clearly, it should enable them to judge those aspects which are in need of change, and therefore the direction of future action should be plain. Decisions have to be made on the basis of information, and carried out in faith. However, in a school where the provisional nature of decision making is fully appreciated there will be no undue pressure on the decision makers. Their actions will be safe-guarded by a continual attitude of reflection and revision.

People and Roles in Evaluation

School level evaluation involves the whole staff because the issue under evaluation is a whole school issue. They have a particularly vital role in the processes of topic selection and judgement because these are best accomplished by the widest possible participant base. A respect for everybody's views will engender genuine involvement which is the best way to ensure that decisions taken at the end of the process will be fully appreciated and carried out.

However, sometimes the topic selected will have special significance for a particular group of teachers or administrators. In these instances, the concerned group should form the controlling nucleus for the process. It becomes their privilege and responsibility to involve other members of staff, parents, children and people from outside the school to enlarge the range of perceptions and to avoid bias in the evaluation. Senior staff have a particularly vital role to play in such situations, as they often have the power to bridge the gap between the making of decisions and the implementation of them.

Evaluations in Australia and overseas have used outside advisors, experts or evaluators to facilitate the process of evaluation in a role suitable for the brand of evaluation current in the particular place.

In Tasmania, the 1978-79 pilot project[35] examined the question whether facilitators were needed in school level educational evaluation and if so, in what role. The eight participating schools were unanimous in their agreement that the role was vital in the following capacities:

* as a neutral outsider without a formal role within the school who can facilitate the freedom all must experience if the debate is to be honest and open to all,
* as a person of professional integrity whose presence motiv-

ates the school to strive to maintain the quality of evaluation,

* as a sensitive outsider who can perform delicate tasks (interviewing, observing) and who helps to maintain an unbiased outlook,

* as an experienced person in evaluation, to assist the school through the process and allow the staff to learn by participation,

* as a contact who knows about available resources in the Department and can arrange for the school to benefit from these.

Some of the facets of the role will become less important as schools gain more expertise in the process but others are of continuing importance.

Assessment and Evaluation

Assessment and evaluation are often used loosely, inconsistently and even interchangeably in educational literature. Of the possible ways of differentiating between the two processes perhaps the most useful associates assessment with quantity of outcome and evaluation with worth of outcome and reflection on how outcome is achieved.

In its simplest terms assessment is the process of gauging the extent to which something exists and evaluation is the process of judging the worth of this quantity and engaging in activities which enable the quantity to be changed if its work is judged to be other than acceptable. This example illustrates this differentiation. An assessment might lead to the conclusion that a grade five student could answer correctly 70% of the questions involving the operations with decimal fractions that could reasonably be asked at this stage of education. The evaluation of the performance could suggest that the student needed more practice or that the methods used to teach him needed some modification.

It is important to recognise the futility of evaluation as simply judging the worth of a performance or educational service. When a staff agrees that the use of educational television in their school is not satisfactory they must follow up with a reflective process which focusses on why it is used, how it is used and how its use might be modified to improve the situation. Thus while it is sufficient for the process of assessment to enable statements to be made about the quantity of outcome arising from the provision of an educational process, the process of evaluation must give attention to both quality and the nature of the educational process.

Assessments are often achieved through the use of traditional test instruments which arise from the question 'What did the student learn?' and it should be noted that the assessment is made by someone other than or external to the student. However the evidence on which evaluation is based comes not only

from assessment information but also from the asking of questions such as 'What did the student need to learn?', 'What provision was made for his learning?' and 'What was the intention of the teacher in guiding his learning process?'. It is also apparent that evaluation involves self-reflection and self-appraisal on the part of the evaluator and is not simply an external process.

There can be no real argument that both assessment and evaluation are important in education. Teachers must assess their students and every staff must assess outcomes of their collective efforts in a collective way. In addition, individual teachers, groups of teachers and whole staffs must reflect in a self-critical way on what they are doing and how they are going about it. They must be concerned with highlighting the qualitative and causative factor in educational programs as well as providing quantitative data relating to the impact of the programs.

Perhaps in the long run it may be better to dispense with the terms assessment and evaluation. It may be more productive to consider a single process such as review and development. Any teacher or group of teachers will recognise readily the need to engage in debate and collect information which enables them to reflect on what they are attempting to achieve both individually and collectively, to adjust the content of the educational process to refine the techniques they use to engage students in the act of learning and to come to a better understanding of how successful their efforts are.

7. LITERACY AND NUMERACY

The committee is conscious of statements from those critics of education who imply that schools do not value the development of literacy and numeracy skills and wishes to record its strong belief that such claims are not justified. At the same time it wishes to join with schools in asserting that every child in Tasmanian primary schools has the right to learn to read, to write and to calculate. The committee recognises that individual children will not reach the same level of skill development at the same age or progress at the same rate. It follows, too, that there may be a small proportion of an age group who may not develop to a functional level at all. For these children there are no simple solutions to the complex problems that may exist.

There are many steps that can be taken by teachers who have the necessary skills and training for the work. These include the careful observation of each child, early identification of physical or psychological disabilities, provision of appropriate learning materials, instruction directed towards the mastery of the simpler skills that under-pin reading and writing, instruction that leads to an understanding of certain concepts associated with the use of language and number and on encouragement to practise until mastery is achieved.[36]

In acknowledging the positive work of schools and teachers, the committee firmly believes that every effort should be made to continue the priority being accorded to literacy and numeracy in Tasmanian schools and to see the development in these as in-

terrelated with the child's total development. At the same time it is clear that the system needs to continue to develop its support for schools and to further articulate policies which provide a framework for the best allocation of resources and co-ordination of initiatives.

The committee applauds the action which is being taken as a first step towards the development of a firm policy.

The committee also wishes to express its belief that schools should be encouraged to assist parents to become aware of the importance of their role in the creation of a positive attitude towards learning.

8. PROVISION FOR CHILDREN WITH SPECIAL NEEDS

In this report the committee has adopted a developmental approach which suggests that variations which occur among children of the same chronological age will be expected by the teacher, who will be able to deal with these differences in the general school program. But there are some children who vary so greatly from these expected differences that some special provision needs to be made for them.

Within the General School Program

There is a growing awareness of the benefits of catering for children with special needs in the normal classroom. This includes all categories of learning difficulties, physical and sensory problems, slow learning rates, behavioural and emotional problems, language deprivation; it also includes children with outstanding intellectual abilities or other talents.

To be of benefit programs of integration require that the whole school is committed to the idea because co-ordination of specialist resource services, counselling of parents and support for classroom teachers will make extra demands on principals and senior staff.

It is obvious that even given additional pre-service training experienced teachers will not always be able to meet the particular needs of all children.

Teachers will need assistance to diagnose and match tasks with the child's level of development and specific needs. This calls for experienced teachers who can work with the classroom teacher, monitoring the progress of the child and modifying approaches where necessary. Facilities should be provided for short term withdrawals so that children can be given extra assistance by the class or specialist teacher in a quiet area.

Close contact for planning purposes is essential between the specialist teacher and the classroom teacher as the programming must carry over into all areas of development.

A resource room needs to be provided to be used as a teach-

ing area, for display and lending of materials for diagnostic testing, for staff discussions, demonstrations and as a base where visiting specilaists can work.

Within Special Units

Special units should be continued for children where the severity of the nature of the physical, emotional or intellectual impairment requires highly specialised resources. Where possible consideration should be given to the provision of special units on school sites so that some integration with other children is possible.

9. REWARDS AND PUNISHMENTS

It is a feature of our modern society that relationships between children and adults have changed over the last few decades. Adults and children more commonly share experiences and this is evident both in homes and schools. In primary schools there is greater emphasis on self-discipline, choices, involvement and responsibility while the learning process is accompanied by more physical movement and social interaction. Consequently the task of acquiring self-discipline is one of development in which guidance and demonstration of appropriate behaviour are required from the adults who care for the children. While this responsibility should remain primarily with parents, it is a fact that many parents provide inappropriate examples of self-control and self-esteem. To such parents corporal punishment is almost the only recognised form of discipline.

Schools then have a role both in the development of self-discipline in the child along with the establishment of codes of behaviour and in ensuring that disorder does not disrupt the learning situation.

Modern knowledge of behaviour and methods of modifying it have produced ways of assisting children to acquire self-discipline but they have also introduced dangerous methods of manipulation of others that could be mis-used. There is still much to learn about ways of assisting children to acquire self-discipline, self-esteem and self-control.

The research of Rutter and others shows

> *"that the most immediate and direct feedback in terms of praise or approval had the strongest association with pupil behaviour".*[37]

Further, they note that

> *"pupil outcomes were better in schools where teachers expected pupils to achieve well and where there was substantial use of praise and approval in classroom teaching".*

It really emphasizes the important place of self-esteem in pupil achievement and that focussing on failings and short comings does little to enhance this. However, it does seem important that there should be a right balance between reward and punishment.

Both have a place but an excessive use of punishment is likely to be discouraging and lead to low morale. Praise rewards and encouragements need to outweigh negative sanctions.

Society's problems can often be traced to a failure to develop self-esteem, acquire self-discipline and motivation and thus to develop individual talents. Consequently the task of being an active contributor to society is all the more frustrating. From this same society too, children get values from many sources and the school has a place in moderating these values in the interests of living in society. The role of values education in schools should be considered as a positive means of improving behavioural attitudes and negating the need for forms of punishment. Probably the most important factor in healthy discipline in a school is the creation by the school of sets of values, attitudes and behaviours, which combine to produce an ethos or climate in which children can develop.

Children have to understand, according to their level of development, what limits must be set on behaviour to enable a society to function satisfactorily. Indeed children who have never been disciplined or who have had violent or inappropriate home models may present a considerable problem to teachers and especially to teachers who are inadequately trained in dealing with irregular behaviour. Such things as disruption of the group, cruelty, insolence, defiance, gross indecency and disobedience have to be dealt with and it is reasonable to administer punishments which help to correct such things. Such punishments should take account of the nature and the needs of children. Justice, consistency and an understanding of the children's development is essential.

Violence and cruelty whether mental, physical, psychological or social should have no place in the education of children. While many schools wish to retain corporal punishment as a last resort this committee cannot endorse pain as a method of punishment. We would, however, be anxious to point out that psychological and social forms of punishment such as ridicule, verbal sarcasm and isolation may be more damaging and destructive than corporal punishment. The avoidance of these types of punishment puts great emphasis on the need for the training of teachers to include the skills necessary to cope with problem situations.

SECTION D

THE PRIMARY SCHOOL AS PART OF THE EDUCATION DEPARTMENT

INTRODUCTION

State schools in Tasmania operate in a system in which resources come from public funds and the Government is held responsible for their development. As a "school system" three basic features are present:

* the overall development of schools and resource allocation are subject to some degree of central direction;
* teachers are able to follow a career that involves mobility geographically and vertically through the system; and
* there is a hierarchy of responsibility from the Minister to head office and regional office to school.

These are continuing features of the system but it is also possible to identify changes which are taking place in relationships within the system. The close and detailed supervision of schools which once prevailed has given way to a more co-operative relationship between the administration and schools. Schools now have a major responsibility for curriculum development, evaluation and the effective use of resources. It is expected that the system in general will lend support to this concept.

There seems to be general acceptance by both administrators and schools of the need for primary schools to operate within a policy framework established for the system as a whole. It is also agreed that this needs to be sufficiently broad and flexible to enable a degree of diversity between schools. A school system that is rigidly controlled by a central office or a regional office belongs to the past : the emphasis is now one of co-operation between the administration and schools and a respect for the role and competence of each.

Beyond the development of a broad policy the other major way in which the Education Department influences developments in schools is through allocating resources to schools. The scope of schools to undertake new developments is constrained by the availiability of staff and other resources. In such a situation much of the discussion and debate about primary schools must be about the level and nature of resource provision as well as about educational issues. It seems likely that the rate of increase in resources for education will be less in the next five years than in the period 1974-1978. There would seem to be a considerable danger that schools may develop expectations about resource provision that cannot be fully realized. Equally important in such a context are the decisions which the Education Department makes about the allocation of its resources. Primary schools must be concerned about the determination of priorities between different parts of the system and about the development of new patterns of resource use.

The present tendency in Australian education is for schools to be given increased responsibility for developing their own programs, creating their own patterns of decision-making and organisation, and developing appropriate relationships with their communities. A possible concern about such a trend would seem to be that devolution may be seen as being only to the professional community of teachers. As the Education Department gives schools an increased role to play, the committee expects that there will be a corresponding increase in the involvement of parents and the local community in school decision making.

1. PRINCIPLES, POLICIES AND PRESCRIPTIONS

The committee is aware of the different meanings that teachers and administrators attach to the word 'policy'. It is used to describe the set of guiding principles which the system is following, to identify a decision that has been reached about a particular matter, such as the maximum enrolment for schools, or to refer to a set of instructions on administrative routines. It is clear from the submissions received by the committee that people working in primary schools and the parents of primary school children expect the Education Department, through its Division of Primary Education, to produce a policy framework within which the schools and the parents can operate with confidence. Before responding to such demands it is essential that the committee state clearly the meaning and limits of [illegible]erm 'policy'.

[illegible]sed to describe a [illegible]organisation. The committee would [illegible]ach it has adopted to this report as of central importance for all future policies in primary education and as having profound implications for the operation of each primary school; but, the adoption of such a developmental approach does not itself identify the course of action which the administration of schools will follow. That is a further task to be undertaken. One of the very important tasks which the committee has undertaken has been the identification of a set of general principles which will guide the development of policy on primary education over the next decade.

A second point of clarification about the term 'policy' is that it does not attempt to prescribe all the actions which will be carried out in the area being dealt with. Consequently, the establishment of a 'policy framework' does not imply a rigidly controlled system in which schools are subject to detailed supervision. Yet it is to be expected that the system will provide schools with some administrative instructions, particularly in financial matters. These instructions do not constitute a policy on an aspect of education but are concerned with efficiency and effectiveness as indicated in the following quotation from Hedley Beare:

> *"Routines need to be understood by everyone so that there are accepted and acceptable means of efficiently getting results ... (They) are provided simply to speed up the action ... there is a constant danger that the routines could damage the effectiveness of the organisation, especially one dispensing an education service."*[38]

In examining the educational organisation and its need to have a low bureaucratic profile, Beare contends that we should ask for just enough regulations to get by, and not one more, and that rulings should be few and as general as possible.

To the committee, policy statements can be distinguished from the legislative framework provided by the government, from the general principles or value positions which the system has adopted, and from administrative instructions. Policy refers primarily to statements about the broad general direction which it is expected schools will follow and which will assist teachers in charting their own course of action. The committee envisages that, from time to time, the system will generate policy documents and expects that its recommendations will be of key importance in their development.

Towards Policy in Primary Education

A feature of the ongoing policy process in Tasmania is that it involves both administrators and schools. The committee strongly supports this pattern and endorses the participative model proposed by Hedley Beare[39]. Beare refers to the fact that there is a greater chance of successful implementation if people involved in implementing the decision are also involved in making the decision. The impact on parents and education of the general community is profound.

The role of the regional office in policy formation and implementation needs to be clarified. The point of view expressed here is that the regional director and regional superintendents are constantly in touch with principals and teachers. These regional officers therefore have a great deal to contribute in forming realistic policies for schools to implement. The committee supports this point of view and also encourages directors and superintendents to give a high priority to providing schools with support and advice in implementing policy.

Through its analysis of submissions and discussions with groups and individuals the committee became aware of demands for policy to be clearly expressed in documents which were freely available. Opinions were also expressed that policy statements needed to be developed for certain areas of concern, not fixed and immutable but as documents which reflect changing needs and aspirations and are therefore subject to periodical review. Most of these areas are dealt with in other parts of this report, but there are five areas not considered elsewhere that are outlined here:

* *Policies should be developed for resource allocation in primary schools.* The committee is familiar with the recent staffing policy which has been developed within the primary division. It has also become aware of the policies that are being developed for resource allocation to primary schools and supports the publication and dissemination of these.

* *New policies are required for the promotion and assessment of teachers.* The committee was provided with a wide

range of evidence on this question and it was evident that present procedures are not fully meeting the needs of schools and the aspirations of teachers. This was clearly a matter that had implications beyond the primary division and the committee strongly supports the recent decision to establish a committee to review the promotion and assessment of both primary and secondary teachers.

* *Policies for teacher development need better communication.* The demand for development programs is expressed through requests to regional committees by individual teachers or associations of teachers and directorates and the subsequent establishment of programs by the State Development Committee in the light of priorities identified by regional and central offices. The committee supports this system which ensures that all participants may lodge requests; but essential priorities must be clearly identified and policies for their implementation in Teacher Development programs carefully formulated. The special requirements of teachers need examination to find the best ways to raise the level of awareness by teachers of current developments in the educational program.

* *While the committee believes that the minimum age of compulsory attendance should remain at six years, it considers that policy about the pattern of enrolling children for full-time schooling should be reviewed.* It could be that a policy based on attendance at five, either on a continuous basis, following the fifth birthday, or at various prescribed times following the fifth birthday, could be appropriate. This has another advantage in offering parents a greater choice of time for their child's entry to school. From the educator's point of view it would be an expression of belief in individual difference.

* *The most important area of policy development is that associated with the primary school curriculum.* The committee has been impressed with recent or proposed changes of mathematics, language and physical education. In each of these areas a Policy and Planning Committee has been established to develop guidelines within which each school is expected to develop its own program. The committee acknowledges the challenge presented to schools with this new approach to curriculum development but strongly opposes any return to curriculum prescription. With the support of curriculum officers, supervisors and consultants it is felt that there is sufficient professional expertise and interest in primary schools to meet the challenge. Finally, the implementation of guidelines should not be overdependent on kits. These are frequently inappropriate, unduly expensive and liable to specification change, especially where they have not been developed for Tasmanian schools.

2. AUTONOMY AND ACCOUNTABILITY

Schools have autonomy in developing their own programs within broad policy guidelines that are not within themselves inhibiting. Each school is encouraged to take the guidelines and use them to

develop a program based on the needs of children and staff. There is consequently some variation in approach from one school to another, even though all operate within the same broad framework and towards the same general outcomes. It is precisely the diversity within the system which gives it its richness and stimulates growth. The Education Department has encouraged diversity, a policy endorsed by the committee on Primary Education.

In the range of evidence presented to the committee the subject of "accountability" was seldom mentioned. Nevertheless, the committee considers the subject to be an important one and addresses it in this section of the report. Administrators and schools have properly recoiled from the notion of accountability which was developed in some American education systems in accordance with a definition like the following:

> *"Accountability is a regular report by independent reviews of demonstrated student accomplishment promised for the expenditure of resources."*[40]

Committee members read of performance contracts and the like and were not impressed by the limited view of education implied in the notion. They saw the dangers of measuring students against achievement standards in each subject as being to

> *"pressure teachers to act in ways unsuited to good educational practices"*[41].

The committee considers that there is a fundamental inconsistency between its principles and this view of accountability which puts the emphasis not on the development of children but on the attainment of measurable objectives.

There is also a danger, however, that in rejecting this sort of accountability schools will fail to face up to some of the substantial issues that are involved. Here it would seem important to consider the distinction proposed by d'Cruz between two understandings of accountability.

> *"In a restricted sense, the demand for accountability is intended to mean proving in a publicly demonstrable fashion the achievement of quantifiable results; in a more inclusive sense, accountability is associated with additional notions such as 'explaining', 'describing', 'making clear' one's intended value criteria and programs of action."*[42]

It is precisely because schools and individual teachers have been given a fuller decision making role about what they do that they become responsible for and accountable for the decisions taken and the outcomes of these decisions.

The Schools and Accountability

It would seem possible to identify five areas in which schools may need to justify what they are doing to the system of which they are a part, or to the community they are serving:

* Schools are accountable to parents and the general community

for the well-being of the children entrusted to them. This includes demonstrating attitudes and providing experiences that are consistent with the needs of children in the various stages of their development.

* Schools have a fiscal responsibility which they can discharge by demonstrating that they are constantly looking for more efficient ways of organising their human and physical resources as well as by acting within normal financial guidelines.

* Schools have a responsibility to make decisions that are consistent with policy established by the government through its Education Department.

* Schools have a responsibility to reflect the values of the democratic society so that children will learn those values by experiencing them. To achieve this

  the school will thus be concerned with its total role within society, within the educational system and within the community,

  the school will create an atmosphere in which all teachers can take part in the decision-making of the school and in which provision is made for participation by the community.

* Schools have a responsibility to evaluate regularly their program and organisation. As indicated earlier in the report, this is seen as being school-based and for the school to use. The obligation to provide the Director-General with other information is not seen as inconsistent with school-based evaluation.

Supply of Information

The Education Department has an important obligation to explain and describe to the Tasmanian community the policies and features of education in the State. The present report is part of that obligation but it is seen as a continuing responsibility, requiring energy, resources and sophisticated communication techniques.

As pointed out in the Karmel Report[43] there is also an obligation on individual schools to explain to parents procedures, for example educational programs, developed through expert knowledge as a means of extending the school's educational influence and of reinforcing pupil motivation.

In a period when the aims and practices of primary education are becoming more diverse and, arguably, less understood by parents, schools would seem to have a serious obligation to give parents access to information about their aims and methods, access which the individual parent should be given as a matter of right and not just because a school happens to emphasize the matter. In the Tasmanian primary system there are many examples of attractive publications which schools have prepared in conjunction with the Department's Development and Information Service. The committee commends such brochures for emulation by other

schools.

Monitoring of Levels of Achievement in Reading and Number Skills

There would seem to be general support for a continuation of the rolling program of tests for ten-year-olds in reading skills and number skills. The value of such a program is that it allows a long-term view to be taken of trends in reading and number skills. Factual information about educational standards is needed to inform what seems often to be an emotional and ill-informed debate.

While the committee endorses the present rolling program, it does not support a more comprehensive monitoring system such as that being attempted by the Assessment of Performance Unit[44] in the English school system. The difficulties associated with extension beyond basic skill areas seem so great as to make the exercise of doubtful validity.

The committee has noted the recommendations of the TEND Committee[45] about the introduction of tests at two additional age-levels but does not consider this to be necessary. In addition the proposed substitution of an eleven-year-old test for a ten-year-old test would mean starting again instead of building on the basis of tests established since 1975.

The committee considers it important for teachers and, more particularly, parents, to have a realistic understanding of the place of such tests. The following quotation summarizes the position well:

> *"However sophisticated and well thought out schemes of assessment and evaluation may be, and however revealing of current standards, they can only be marginal to the aim of raising standards which must depend upon the skill, quality and integrity of the teaching profession and ultimately upon its own refusal to tolerate anything but the best."*[46]

Consistent with this view, teachers will be concerned with using a range of diagnostic procedures and diagnostic tests with individual children. In terms of the development of children such work is much more significant than any statewide monitoring program.

3. SUPPORT FOR NEW INITIATIVES

A necessary requirement in any organisation is the capacity to improve itself and to engage in purposeful innovation. It is still possible to find critics of schools who argue that education is in a state of constant flux and that the need is for a return to stability. If such a condition were once possible, it is no longer: rapid change in our society demands that schools be prepared to modify some aspects of their operation and that education systems deliberately set aside some of their resources to assist this process. For organisations, as well as individuals, the modern world requires us to develop the capacity to live with the uncertainty associated with change. Specifically,

the committee endorses the view of the TEND Report that the teaching profession must be

> *"alert, ready to accept change, critical of its own performance, and interested in ways of improving educational activities".*[47]

In an education system we are involved with two somewhat different ways of bringing about change. First, the school system should provide opportunities for individual teachers and individual schools to implement new ideas that derive from an interaction between their knowledge and beliefs as educators and the needs and circumstances of the children they are teaching. Acceptance of this view carries important implications for different participants in the system. For administrators in central or regional offices it means that an encouraging attitude towards innovation needs to be adopted and conveyed to schools. It also means that resources need to be set aside to promote innovation. In recent years we have relied largely on the Schools Commission Innovations Program for these resources. The Education Department has endorsed this program, has actively promoted it in state schools, and has opposed attempts to reduce its funding. The committee believes, however, that the Education Department should also allocate a proportion of its resources to promote innovations. Specifically, the committee endorses the recommendations of the TEND Report that a mechanism be developed to

> *"offer expert assistance and financial support through small scale grants to a limited number of teachers interested in proposing and carrying out some innovative work in the classroom".*[48]

In the committee's view, the responsibility to foster innovation rests with the Director of Primary Education and his superintendents in consultation with school principals rather than with some special group set up for the purpose. However, there is a need for a group of teachers and other officers to be available for consultation by teachers wishing to introduce a new idea.

Acceptance of the need to innovate also has important implications for principals and other senior teachers in primary schools. They are faced with important decisions about proposals for change: some they may be able to support with enthusiasm; others they may approve because of the value an individual teacher places on the proposal; with others they may need to decide that the project should not be permitted. The committee hopes that their overall stance will be one of supporting those teachers who make changes aimed at improving the primary school as it is unlikely that an innovation will succeed unless it has the support of the principal and other members of staff.

There is a second and more important way of bringing about change in education. Over the last decade we have relied heavily on the sort of innovative model described in the previous paragraph. In recent thinking, exemplified in the TEND Report[49], there is an emphasis, or perhaps a re-emphasis, on changes that are initiated and fostered by the Education Department as a result of its policy-making process and its identification of priorities.

As is apparent from the committee's discussion of policy earlier in this chapter of the report, it is not a matter of change being imposed on schools from the outside. Rather, there is wide acceptance among schools of the need for the Department to exercise its responsibility in these areas and a long-standing practice in Tasmania of consulting extensively with schools as part of the process of developing a new program.

Where innovation is something that is initiated by a teacher the role of the system is to encourage and to provide resources, Where the change is initiated by the Department its responsibilities are much more onerous. In the former case, the system deliberately avoids committing itself to the future extension of the innovation: its wider adoption is dependent on the project being judged successful and worthy of emulation. However, where the Department is the initiator, it has a heavier commitment to support the teachers and the schools which are involved. The changes being promoted by the Department will vary widely, from adopting a new school design to a new style of writing, but in all cases an important part of the system's commitment is a public indication of Departmental support and a willingness by all administrators to defend teachers and schools involved in the new approach. In this respect, the position is similar to the support given to new schools which, as indicated below, require active backing from the Education Department. Again, the Department should be deliberately fostering a small number of experimental ventures (such as an alternative school) that are carefully evaluated not so much for general adoption as for the lessons they carry for schools in general. Indeed this aspect of evaluation is one of the key responsibilities in relation to all new developments or innovations being fostered. In the view of the committee, it is essential that the success and potential of new approaches to an aspect of learning or organisation, new methods of providing resources and new types of building and facilities should be evaluated. This is consistent with the dynamic model of development that is emphasized in this report: evaluation, feedback and the modification of policies or programs is seen as an essential aspect of the total operation of the Education Department.

4. NEW SCHOOLS

There is a need for special support for new schools from administrators, support services and colleagues in existing schools. New schools face particular problems in establishing themselves in the school system, in obtaining their initial resource needs and in meeting community expectations. Because of a different architecture, the community may see these schools as embodying different approaches to education from the older, firmly-established schools. This places a heavy responsibility on teachers and senior staff to meet the expectations placed on them.

The committee considers that special support for new primary schools takes two forms:

* There is a need for special efforts to involve parents and

the community in the life of the new school. Both before the school opens and in its initial period of operation there is a need for the principal and staff members to be active in the community and for the Department's information services to develop appropriate material for the school and to provide the media with publicity about it. Throughout this period there is a need for administrators from both the head and regional offices of the Education Department to make particular efforts to support the school by being active themselves in community meetings and by being present in the school to a degree that would be considered exceptional in an established school.

* The second requirement is that the school should be provided with appropriate resources for it to be successfully established. Problems in this area do not seem to relate to material resources; new primary schools are provided with establishment grants and resources. Here the committee endorses the steps which the Director of Primary Education is currently taking with a group of principals to further consider this question. The main need is for the new school to be provided with the different types of staff at the appropriate time. The principal requirements are that:

  the principal-elect of a new school should be seconded to undertake preparatory planning for a school term before the school opens;

  so that necessary meetings and planning can be undertaken, both senior and teaching staff should be identified before the end of the year preceding that in which the school opens;

  senior staff should be appointed on the basis of the enrolments predicted for the end of its second year of operation. This will mean that senior staff, the librarian, and office staff may appear unduly generous in the initial period of operation but such an allocation seems essential for the sound development of a new school; and

  during the period in which the school is being established, when successive phases of building are being completed, and enrolments are growing rapidly, the number of teachers should be based on predicted Term 3 enrolments. This would mean that teaching groups would appear small at the beginning of the year but it would also mean that staff will learn to work together and pupils will avoid potentially damaging changes from one group to another as the year progresses.

The measures that are proposed in this section of the report are consistent with the current efforts which the Education Department is making with respect to new schools. However, they do represent a more generous allocation of resources than has been made to date. The committee considers such a provision to be fully justified because of special difficulties involved in

establishing a new school, developing a strong teaching staff, and generating acceptance of the school within its community.

5. STAFFING

The committee considers that the quality and quantity of staffing in Tasmanian primary schools are of crucial importance for the principles and recommendations of this report to be realised. This importance rests in a number of major areas.

Senior Staff

The current policy of an entitlement of one senior staff member for every hundred pupils (rounded to the nearest hundred) is noted and supported. However, it is a policy which needs to be periodically reviewed in the light of changing needs and circumstances.

While the number of senior staff is of considerable significance to a school, importance must rest, also, in the clear specification by the school of the role expectations it has for these people. For these reasons the committee believes it important that, in the short term, the school should have an increased opportunity to provide a job specification for the position involved. In the longer-term, means should be sought to involve the school in the selection process.

Teaching Staff

The committee wishes to place on record its strong support for the principles which the 1977 Staff Agreement[50] identified:

* The central purpose of the expansion of a staffing establishment and improved conditions of service is to assist in developing the best possible education program for children.
* The growing autonomy of schools and acceptance of the principles of diversity in school organisation is strongly supported.
* It is accepted, therefore, that the staff of a school should have the responsibility of reaching consensus on the utilisation of its human and physical resources.
* Additional teachers are necessary in schools because of the increasing complexity of school organisation and curriculum development which require teachers and senior staff to fulfil the expectations placed upon them by the school, the community and the Education Department.
* Notwithstanding the above principles it is recognised that some needs transcend those of individual schools, consequently some flexibility should extend also to enable the Education Department to allocate some resources in the light of urgent, wider priorities.
* Accordingly it is appropriate to develop an accepted basis for determining a complement of staff for a school but this is not necessarily a statement of the teaching

load of individual members of staff.

In accordance with these principles the need for the establishment of staff complements, based on a formula applicable to all schools, is supported. This formula is implicit in the table of teaching loadings set out in the Staffing Agreement and, in the short term, is favoured as a reasonable means of gaining an equitable distribution of staff through all schools. However, along with other staffing strategies it should be evaluated carefully and subjected to amendment should this be warranted. It should be noted, though, that while the committee applauds the move to establish staff complements through application of a formula, it believes also, that there should be a degree of flexibility built into staffing distribution to provide a capacity to meet the distinctive needs of some schools set in areas of particular deprivation.

Staff Utilization

To this point emphasis has been placed on the number and quality of staff. The continuing search for means of maintaining and extending the quality of the teaching force through preservice education and teacher development programs presents a major challenge. Along with this, though, is the urgent need for school administrators to seek means by which human resources are used to the best advantage of children in primary schools. This requires that school administrators have the capacity to articulate the philosophy and purpose of the school program and sensitively identify and foster the strengths of all members of the school staff. The committee notes, with satisfaction, the early stages of advancing a senior staff development program for the principals and senior staff of primary schools and strongly supports the further development of such an initiative.

The committee has given particular attention to the question of resource teachers in the arts and physical education and for catering for exceptional children. A useful distinction can be drawn between working as a 'specialist teacher', who reduces the responsibility of the class teacher by taking over the class or by withdrawing children, and as a 'resource teacher' who assists the class teacher by working in a shared planning and teaching relationship. The committee believes there should be a shifting emphasis from a 'specialist teacher' role to a 'resource teacher' role according to the needs of the school, children and individual teachers. Whatever the role of the resource teachers, the class teacher does not give up the responsibility for seeing that the contributions of resource teachers are directed towards the overall development of the child. Principals need to encourage an organisation which enables the resource teachers to give the class teacher adequate support.

The committee has been strongly influenced in this view by a major submission from the Supervisors of Art, Music and Speech and Drama. These Supervisors also presented strong arguments in support of the attachment of resource teachers to the respective Supervisors within the Services Branch. However, the committee does not favour such an organisation, believing that resource

teachers should be school-based and their placement part of regional staffing. Nevertheless, it is also important for there to be close links between resource teachers and the appropriate supervisor or service branch, especially to enable a sharing and exchange of ideas and developments and to allow supervisors to exercise leadership on a statewide basis.

Ancillary Staff

The role of ancillary staff is important in assisting teachers to provide an effective and efficient environment for children. With the increasing recognition of individual differences in children and the subsequent complexity of the teaching task the support of ancillary personnel becomes even more important.

* Aides
The supportive role of teacher aides in providing an additional adult in the teaching situation to carry out teacher-directed tasks is of particular importance throughout the primary school. In kindergartens, aides are of paramount importance because the age of the children makes them particularly dependent on adults. Aides are valuable in releasing teachers from non-teaching taks, in releasing teachers to spend maximum time on matching tasks to children's development. The committee would see at least one teacher aide as necessary for each group of four teachers in primary schools and recommends that these people be funded from state resources. Because of the growing importance of the library in the educational program of the school library aides are seen as adding to the value of this facility. More and generous provision of library aides would enable the teacher-librarian to be a more effective teacher and manager of resources through being freed from many mundane and mechanical tasks. In larger schools it may be necessary to have more than one library aide.

* Clerical Assistants
With the increasing complexity of school management the committee believes there is a necessity to increase the availability of clerical assistants. The amount of finance handled by schools and increased community interaction make the role of office assistants vital in the every-day management of schools. The committee supports the appointment of bursars as well as office assistants in larger schools.

* Cleaners and Groundsmen
The role of cleaners and groundsmen in making the environment more pleasant is of importance to the whole school. Where the school is identified as having increased community use, the provision of extra cleaning time must be considered. The role of a groundsman is varied and includes such tasks as gardening and minor repairs. It would be beneficial for such people to have training in minor maintenance procedures so that their value to the school is increased. The appointment of groundsmen should take into consideration factors other than the enrolment of the

school: the area of the grounds, climatic factors and the amount of maintenance required are also highly relevant.

* Caretakers
Where community use of the school reaches levels of fairly intense activity, a part-time or full-time caretaker needs to be appointed to ensure the security of buildings.

6. ADMISSIONS AND KINDERGARTENS

Since the publication of the Three to Eight Report[51] in 1968, there has been a gradual reorganisation of provision for early childhood education. This includes the admission of younger children into sessional kindergartens and of some five-year-olds who attend full-time schooling. It has also achieved an acceptable adult-child ratio by limited class size and by the employment of teacher aides in kindergartens. The committee supports the present policy of part-time attendance for four-year-olds and also the employment of teacher aides. The extension of both these practices, particularly in meeting the needs of five-year-olds, is worthy of consideration.

The current policy of "once a year" admission together with the age-limitation on full-time attendance of five-year-olds is creating anomalies. The situation is of concern to both parents and teachers. Alternatives which allow more flexibility in recognising individual differences and diversity of needs among children and parents should be canvassed.

During the past ten years, several factors have influenced thinking about early childhood education:

* Research is supporting the positive effects of early intervention.

* There has been a swing in emphasis from catering for children only, to seeing them as part of their family.

The committee believes that it is necessary to look at the implications of current research, philosophy and practice in the early childhood area. In particular, admissions policy needs examination. There has been increasing realization of the need for liaison between State and Commonwealth Departments and voluntary organisations involved in the care and education of young children.

Within the Education Department there is diversity of arrangement for kindergarten children. This ranges from the separate unit to the kindergarten which is physically part of the primary school. There is continuing discussion about disadvantages and advantages of various facilities and their attempts to meet needs of young children and their parents.

All these questions impinge on policy and practice and all warrant extensive debate and action.

It is obvious that because of the complex issues involved, no one profession can meet the total needs of children and their

families. The whole area of kindergarten education should be reviewed in the context of changes in society.

7. OTHER RESOURCES FOR THE SCHOOL

Scope of Resources

In order to enrich the learning experiences of children, continuing attention will need to be given to the need for increasing the range of resources in primary schools. These resources include the school building and its environment, the learning materials and staffing.

In order to cater for individual differences, the learner must be provided with suitable work spaces and have access to the learning resources he needs. These need to allow the child to operate independently for at least part of the school day. The implications for the design of new schools and new facilities are clear. It is particularly emphasised that much more attention has to be given to the older-style primary school and to the provision of more adequate libraries to suit the 'whole school' philosophy.

During the course of its work the committee was provided with a range of information about existing disparities in provision between secondary and primary schools. An example of this disparity is the difference in resource provision between secondary and primary schools for new libraries. The committee considers that these differences should be closely examined with a view to reducing them.

The level of funding for schools needs to be both predictable and adequate. A review of base grants principles appears desirable. There is a need for a greater scale of base grants that are tied more to the size of the school.

The primary school now has discretion in the case of certain funds. In order for this to be effective, predictability with certainty seems necessary over the long term. This will mean considering such matters as recurrent funding as a total package. In any review of this kind the base grant principle as applied to Schools Commission funds should in itself be reviewed.

The concept of a total budget within the school that includes both State and School Commission funds needs examination. It is important that schools can be provided with funds about which they can make decisions.

School Buildings

The committee believes that primary school buildings should be designed in such a way that teachers will be able to implement the philosophies outlined in this report.

As the majority of pupils in this state attend older schools designed when a different approach to education was in vogue, there is an urgent need for extensive renovation and development

to provide facilities that reasonably match those of newly-built schools. The level of furnishings and equipment in older schools should also be comparable to that provided in the new schools. The work of regional work groups in maintaining and upgrading facilities is acknowledged; so also is the need for a major extension in this field to cater for growing needs.

The committee is aware that major inequalities exist in the provision of primary school buildings. It is strongly felt that there should be a known policy on the upgrading of older school buildings and priority lists should be established.

Different kinds of activities are likely to occur; therefore teaching areas need space for all children and teachers to move about comfortably. Space for flexible groups to operate makes it possible for a team of teachers to share a teaching area and share the task of teaching a group of children. Provision is needed for specific activities and for storage of books, materials, equipment and aids as well as of completed and partly completed projects. Horizontal work surfaces are essential for practical work, some of which will be wet and messy and require appropriate surroundings. Display is of great importance in the classroom and throughout the school: suitable horizontal and vertical display areas are accordingly required.

Flexibility within teaching areas is sought, not only to allow varied use at any given time but also to allow adaptation to various approaches and policies over the years. The design needs to cater for a group to work by itself with a teacher for a short period as well as the sharing of wet areas and working spaces. A library facility and a general purpose room or hall are needed by all schools, irrespective of size; this provides additional flexibility within the school organisation.

In Tasmanian primary and district high schools it is not possible to generalize about the types of learning areas that are provided. The state has many conventionally designed schools but schools constructed since 1973 include some shared teaching areas and the associated facilities of small quiet rooms and work bays. The size of these shared areas has varied. It is expected that future schools will incorporate some single-class spaces and some shared teaching areas, able to cater for two groups, each of about thirty children. The continued provision of quiet rooms and work bays is considered essential and it is important that crowding should not be such as to limit the availability of these spaces.[52] The physical characteristics and educational program of pre-school children have important implications for the design of equipment and buildings. The design requirements of kindergartens have been a matter for intensive examination and the committee endorses the policy that has been developed in this area. In doing so, the special need of kindergartens for facilities to cater for parents and, in some situations, for the provision of a toy library is acknowledged.

The administration area is of particular importance and should reflect the school's image as well as provide suitable accommodation for principal, senior staff and office staff. The staff-

room should be sufficiently large to cater for the teaching staff, part-time staff, ancillary teachers as well as guidance and welfare personnel and other support staff and parents. It should be noted that most school visitors, including parents, need a pleasant, comfortable meeting area suitable for quiet discussions. Provision should also cater for guidance officers, medical personnel and other support staff. The need here is not for special facilities for the exclusive use of such support staff but for facilities offering quiet and uninterrupted use when the need arises. The committee sees such provision as an urgent need in many older primary and district high schools. Cloak rooms for staff, as distinct from the staffroom, are also an essential feature in all schools. Adequate provisions must be made, too, for the comfort of sick children and for the needs of cleaners and groundsmen.

A library adhering to Australian Schools Commission standards is essential for all schools. This committee stresses that space is needed in schools for many different purposes. Gymnasiums and general purpose rooms are essential. These needs would logically be related to the size of the school.

Temporary Facilities

Present policy of providing temporary facilities in rapid growth schools to cater for the "bulge" in population is supported. The new type M building is acknowledged as entirely suitable for this purpose and preferable to the construction of large permanent facilities that will not be fully used after the period of maximum enrolment has passed.

Shared Facilities

Primary school facilities are increasingly being used for community purposes and it is necessary to provide access to specific areas to enable them to be used outside normal school hours. Areas such as toilets, changing rooms, general purpose areas, libraries and rooms with kitchen facilities suitable for group meetings are those areas within schools which are most likely to be used by community groups. As many functions will take place in the evening and weekend there is obvious advantage in having separate control of heating and lighting for these paces.

A different type of need is evident where there is a joint kindergarten-child-care facility. Such a provision will clearly have distinctive design requirements so that a range of children's services can be offered on the same site at the same time.

Special Facilities

As many handicapped children are now catered for in the primary school situation, provision should be made in new as well as present buildings to cater for their particular requirements. This should include such things as ramps, special toilet facilities, and appropriate door handles.

8. THE ROLE OF THE LIBRARY IN PRIMARY EDUCATION

The committee considers the provision of a suitably staffed and well-stocked library to be of central importance for the implementation of principles identified in this report. We see the library as a resource centre for the whole school, allowing educational experiences to be maximized through ready access to a wide range of materials suited to all levels of development. The progress of students, the programs devised by teachers and the participation of parents all depend on the ready availability of a rich store of carefully selected and professionally-organised learning resources.

The committee wishes to give particular emphasis to the principle that the effective use of a school library depends on a professional partnership between the teacher-librarian and all other teaching personnel. The teacher-librarian should be qualified in both teaching and librarianship and the teacher should be well-versed in the principles of library organisation and familiar with the actual resources in stock.

The teacher-librarian has a broad role, three aspects being most important: to provide a personal service to students and teachers; to liaise with teachers about their needs; and to manage the resources of the library itself. The committee points to the danger of the teacher-librarian being seen mostly as a manager of resources, particularly since an increasing number of technical services may be carried out by a centralised support service.

The committee considers that the librarian best able to benefit the learning program of a school will be one who has had some degree of teacher training and teaching experience as well as appropriate preparation in librarianship itself. Assistance with non-professional tasks needs to be available so that the librarian is able to concentrate on supporting the learning program. The committee endorses the policy of the Tasmanian Teachers Federation that a desirable minimum level of provision is the appointment of a teacher-librarian in schools with three hundred and fifty or more children, a second appointment being made to schools with more than five hundred children.

Yet there will be many primary schools without a full-time teacher-librarian. In some schools it may be possible to have a shared provision with another school. For smaller schools, however, it would seem necessary to provide a central service to establish the library and then to rely on a teacher or library aide to provide a continuing service. In these circumstances, there would be considerable potential in the development of technical services and rotating book-stocks on a central or regional basis.

A library which is to cater for breadth of abilities within the school will need to provide good-quality materials which will encourage use and stimulate interest, a sufficient quantity of materials to cater for the school population and a variety of materials capable of enriching learning experiences and extending children's development at each stage. It is not suggested that

learning resources should be available only in a central facility. On the contrary, for primary school children the classroom library is of very great importance. It enables children to be in close contact with a limited number of books which are carefully selected according to the needs, interests and capacities of young readers. In the Reading Corner and elsewhere in the classroom are the sources of knowledge and delight which particular children need, and opportunities to use and share them in an environment which is intimate and secure.

It is through this intimacy with books in the home and in the classroom that the latter need for the central library and its wider resources is most soundly developed. Ideally, therefore, a library service should consist of a dynamic flow of resources from the centre to the places where children are working with teachers, or on their own, or in small groups. The classroom collections should not be static, but a number of books should be on display and available for considerable periods of time.

Possessing special knowledge of resources, especially about what is available and how others have evaluated it, the teacher-librarian is uniquely fitted to play a key role in selecting new resources for the library. This should always be done in close collaboration with other teaching colleagues. The building up of a collection should aim to provide for total curriculum support, for children's extracurricular interests and for teachers' professional self education. It should recognise the wide variations in linguistic skills not only from kindergarten to grade six but within any age group. It should also attempt, within inevitable budget constraints, to anticipate or respond to all likely enquiries, providing resources tailored to assist all students at their appropriate developmental stage and to meet the special needs of ethnic groups and the handicapped.

Not only will the teacher-librarian exercise a positive teaching role, but, as a resource specialist, will also collaborate with colleagues in a team-teaching capacity and will assist other teachers to plan for and marshal required resources to support their own programs. Collecting resources for teachers may increasingly require cooperative action by a number of neighbouring libraries since no one library can any longer aspire to be self-sufficient. A library which is physically attractive and welcoming, and a teacher-librarian whose prime concern is to enrich the learning experiences of children, will be the chief resource of all the teachers, profoundly influencing not only the content but the methodology of their curricula, and will most importantly contribute to the learning attitudes and skills of children in their most critical years. Such a foundation is essential for all later schooling and, indeed, for continuing self-education throughout life.

The rapid expansion in primary school library service, especially in the last six years[53], has been a response to the growing awareness of the paramount importance of libraries in primary education. This expansion has been costly in terms of personnel, physical facilities and collection building. It is desirable, therefore, for each school to conduct an evaluation

of its library service from time to time, perhaps with outside expert advice, to ensure that the best possible use is being made of the library.

The committee is aware that, though much has been achieved, much remains to be done. It notes that while most large primary schools have teacher-librarians, many smaller schools have no access to trained resource personnel. It also notes that, all too often, professional teacher-librarians are forced through lack of aides to dilute their principal function by having themselves to do many routine chores such as reshelving, covering books with plastic and manning the circulation desk. In addition, it expresses concern at the considerable number of sub-standard libraries even in the larger schools and questions the differences in standard of provision between primary and secondary schools. It especially deplores the inadequate library services available to rural primary level children and endorses the concept of community libraries in appropriate locations, and supported by both the Education Department and the State Library.

The committee sees the central aim of the teacher-librarian as of particular importance to developing in children, at appropriate stages and in interesting ways, those skills of "finding out" which are among the essential pre-requisites to life-long education. In order to achieve this aim for teacher-librarians and for the library to be effective the following matters require urgent attention.

The present grants allocated to primary schools either at the appointment of a teacher-librarian to its staff or at the provision of a new library resources facility

* are totally inadequate to achieve the published Schools Commission standards;
* are the same for all schools regardless of enrolment or socio-economic area;
* have not been sufficiently adjusted to meet the very rapid increase in the cost of materials;
* compare unfavourably with the foundation grants allocated to new high school resource centres.

The emphasis on libraries for high school students during the last ten years has denied primary school children access to adequate library resources[54].

The current library per capita grant of $2.50 approximately is grossly inadequate

* to cover replacements of stock where the average life of a book is four years[55];
* to extend resources at the rate of one book per child per year in order to achieve basic book-stock standards within the foreseeable future.

A school library collection should be almost totally renewed over a ten-year period and this, together with a need to raise all collections nearer to nationally accepted standards, calls for an

increased funding program to buy library resources. The committee believes that, on present costs, a target of approximately $17.50 per child per year is a minimum acceptable target.

The committee supports development of central services available to school libraries and welcomes the extension of such support services as the TASCIS central cataloguing scheme[56], the regional pool collection and the regional library adviser. It also recognises the urgent need to provide a systematic method of purchasing resources which is more economical and more efficient than present arrangements.

It is a general purpose of primary schools that children are equipped to become independent learners who can confidently continue the education process throughout their lives. In order to develop this purpose, the library and classroom collections are of major importance in the over-all social, emotional and intellectual development of the child.

9. THE SCHOOL AND THE ENVIRONMENT

Internal Environment

Few teachers now consider learning environments are confined to the four walls of the traditional classroom. The classroom, in fact, is now a much less definable area. An internal learning environment should be so organised that it allows for flexible use in a variety of activities. A wet area with tiled floor, water supply and sink, a general teaching area, a quiet area and storage spaces are all considered necessary.

Buildings should be so designed that they allow for maximum entry of natural light, adequate ventilation and efficient temperature control. Curtains rather than blinds at windows would better serve needs and increase the attractiveness of the environment. Carpet on substantial parts of the floor space is considered most necessary as a noise diminisher, for an alternative working area and to create a warm atmosphere. Walls could well have a textured finish to allow ample display space.

Display is considered an integral part of the learning program, it gives evidence of activity and learning, generates enthusiasm, discussion and thinking and aids communication. Displays should have purpose, simplicity, quality and attractiveness. Both 2D and 3D displays should be mounted. Bookshelves should contain books being used, rather than books that might find use once a term or once a year. Full face display of books is important.

Concerted efforts need to be directed towards improving classroom furniture. The current style of desk does not allow for easy grouping. The design of chairs should enable them to be used for various purposes - relaxing chairs for reading corners and stools for wet-area bench-work are examples.

Internal learning environments need to allow for easy ac-

cess to corridors, to other parts of the building and to the outdoors. Classes should be able to spill over into adjacent outdoor areas. Shared facilities, such as libraries, should be located and organised to allow free access to encourage incidental use as well as formalised whole-class use. General purpose areas should be provided in all schools. The essential is a big-space area which is designed for dance, drama and physical education activities.

The above should not be seen merely as the level of provision in new schools. A concerted program of renovation and alteration of older facilities, especially those built in and about the 1950's is considered of the first priority. It might be that in many situations three classrooms should now be altered to become two learning areas.

Primary schools should present a welcoming aspect. This means attractive, well maintained exteriors, adequate signposting to reception areas, foyers made attractive with potted plants and displays and facilities for parents and other visitors.

External Environment

The primary school caters for an eight year range from four years to twelve years. Since some are just leaving infancy and some approaching puberty, it is obvious that the needs of these children will vary enormously. Our provision, therefore, must recognise and match their needs according to their development. Older children can tolerate the vast, open spaces of the football oval while younger children enjoy the security of visible boundaries. At times it is wise to segregate for the mental, social, emotional and physical health and safety of all children.

Learning programs take on added purpose, interest and excitement when the external environment is used. Teachers generally are well aware of this and we find classes moving out of classrooms and using as educational resources the immediate school environment, the local community and facilities further afield.

The outside areas should allow space for both noisy and quiet, and large and small activities, e.g. story-telling, reading, mathematics, drama, play, scrambling, climbing, running, rolling and ball games. Grounds should be aesthetically pleasing and plantings include specimens which attract birds. In some schools it is still possible to fence off spaces where native flora may thrive. This is particularly useful as a conservation exercise. A well-planned school playground provides stimulation and variety in children's learning. Possibly few schools presently fully use the possibilities available in the immediate environment. A sensible and economic use of funds appears to be to build outside stores for movable purpose-designed equipment, e.g. trestles, ladders, ropes, bouncing boards and a collection of junk and carpentry tools. Teachers and children can then adapt the outside area to suit interests, skills and imaginative play or games of the moment.

The problems of suitable ground cover still have to be solved. Grassed areas become worn and cheerless and concrete and asphalt areas damage limbs and clothes. We await an invention for areas in constant use. This is a serious problem. Lists of some suitable trees, shrubs and ground cover are available[57].

As with their buildings, older schools suffer in ground development. Many are surrounded by asphalt "seas" and a deliberate policy of redevelopment is urgently needed. The provision of a suitable outside learning environment is an important question and has far wider implications than simply providing a place to play.

While advances have been made in the last decade so far as the minimum size of playground is concerned, a number of shortcomings still exist. The important item to consider is usable playing space. By careful selection of sites, preferably adjacent to public recreation areas, and careful location of buildings, some economies could be achieved. Schools need facilities for at least the recognised school sports.

Provision for the rapid development of playground facilities should be included in the building contracts for new schools. The committee believes the recommendations prepared by a group of northern principals, and included in the appendices, is worthy of consideration.

10. ALLOCATION OF RESOURCES

The committee believes that resources should be allocated for the purpose of reaching agreed program objectives and suggests the need for more flexibility in the provision of resources. Centralized decisions on priorities for resources will need to be made known to schools, and schools themselves should be involved in priority decision making. Those in schools operating programs should be able to budget for resources that, within reason, suit that school's activities. Extension of school-based funding, with the necessary support services indicated earlier, should enable schools to equip themselves more effectively.

> *"School-based funding is a necessary condition of school-based decision making. But it is not, in itself, an answer to many of the 'problems' of schooling. Unless schools use their freedom to develop new approaches to 'organising' teaching and learning situations, the resources allocated to them will not achieve real educational improvement."*[58]

The committee believes that schools need to look at existing equipment with a view to ensuring maximum effectiveness. An extension of the work of the Media Project Team[59] may prove rewarding. Schools need incentives, which school-based funding may bring, to use resources more effectively, responsibly and economically.

SECTION E

THE PRIMARY SCHOOL IN ITS COMMUNITY

1. THE SOCIAL CONTEXT

Schools and Socialisation

One way of looking at education is to see it as a process through which an individual is brought to share in and contribute to the values and changes in society. In the past, and in a few communities today, the process was an informal one in which observation of adults and sharing in the life of the group were involved. Schools are part of contemporary Australian society and they conduct the process on behalf of parents and for society.

Schooling is the organised part of the process through which each successive generation learns the accumulated knowledge of a society. It is also a process through which children operate at varying developmental stages, build a value system of their own and learn how to think.

Social Trends and Primary Education

The assumption of this report is that the primary school cannot isolate itself from trends that are occurring in modern life. The recent report on *Secondary Education in Tasmania*[60] referred to discerning the 'signs of the times' and this is an equally important task in primary education. The central and challenging feature of our time is change which is not only rapid but accelerating. Tasmanian reports on education have consistently argued that pressures towards a narrowly utilitarian education, or towards early specialisation, should be resisted[61]. To cope effectively with life in contemporary Australian society and with the changes which will occur in the future children need to learn general skills such as those of inquiry and decision making and how to communicate, relate and co-operate with others.

Rapid changes in society mean that the curriculum must be subject to continual revision. As a result, the authority of the adult as a possessor of knowledge is reduced, and the traditional relationship between teacher and pupil changed to a relationship in which the teacher must actually be a facilitator and co-ordinator of learning experiences as well as being seen to be so.[62]

Economic and technological developments taking place at the present time will have profound effects on the future shape of our education system. Among the most profound are developments in employment patterns and the role of work in society. While these have more direct implications for secondary and higher education, the primary school will not be unaffected.

They again reinforce the need for education to be directed towards meeting the long term needs of the individual as well as the acquisition of skills. Again, it is necessary to recall the

powerful effects of television and the mass media generally on what children learn[63]. Perhaps the main message we should take from these trends is that our thinking about education must itself be future-oriented. In the future it may be inappropriate to rely on shaping educational policies through large-scale reviews every ten years or so.

If our education system is to remain relevant, a mechanism for carrying out a continuous review of policy and its implementation needs to be developed. Educational policy-making should be seen as an ongoing process.

Of course there is no consensus between the different groups in our society about the way in which schools should respond to the changes that are taking place in our society. There is disagreement about the degree of emphasis which should be placed on the personal and emotional development of the individual[64]. Again, there is disagreement between those with an academic view of education and those focussing strongly on vocational and social relevance. This committee hopes that its emphasis on a primary education centred on the development of the child may provide a basis for resolving some of these conficts.

The Primary School and Social Problems

Before attempting an analysis of schools and society at a more fundamental level, it may be appropriate to refer to particular social problems that face primary schools. We will refer to the problems of the poor, and indicate that the report on *Poverty and Education in Australia*[65] will continue to be one of the main sources for determining educational policy in this State. Poverty is seen in a wider sense than the physical sense. A child is poor when some sense of power is lacking.

Here we wish to refer to the consequences for the school of increasing marital breakdown and to the increasing number of single-parent families. Schools will not be able to solve problems associated with poverty or family life. However, they will be able to develop in the child self-respect and participation in decision making that is part of the development of the child and of the autonomy of the child.

There is an increased emphasis on the relationship between home and school and the need for improved understanding between parent and teacher. But teachers are generally not qualified to exercise a social welfare role and they will need the support of social workers to extend the role of the school. There is need for a close liaison between organisations offering child care services and primary school teachers who must understand the concept of poverty and the problems that poverty may have on a child's school experiences and learning.

Values

The committee accepts the view that primary schools will generally reflect the structures and values of society. It also accepts the viewpoint that, with the development of the autonomy

of the child, the child will build up his own value system. In our society it is possible to observe values that are hedonistic and competitive. The school needs to present other values, such as learning how to make wise choices or to be tolerant of the values of others. It should be emphasised that any society needs to have an accepted set of norms if that society is to continue. We believe that there are values in Australian society that should be emphasised in primary education. They go beyond what Piper has described as "procedural values" such as freedom, tolerance, fairness and a respect for truth and reason. They encompass those values which must operate if there is to be among Australian school children an acceptance and understanding of multi-cultural societies. Again, we would argue that there is a set of accepted moral values, such as honesty, which needs discussion in schools. In this respect, the TEND Report[66] has emphasised the process of "valuing" and we would see the need as being for a "reflective morality" rather than a "recipe morality".[67] By reflective morality we mean the development of the child's power of decision making to the stage where he can more surely make moral judgements in situations which become more complex as he grows older and more perplexing as society changes.

A New Way of Thinking About Schools and Society

Recent thinking has emphasised the way in which the existing social structure shapes the school curriculum and the interaction between teachers and students. The committee accepts the need for more equality and justice in society and points to the important long-term changes in society brought about by education. The institution of general and compulsory schooling was itself a significant social reform. Again, education has been, and remains, an important means by which individuals are able to reach a higher social status. Nevertheless, schooling has shown itself to be inadequate as a means of reducing social inequality or overcoming particular social problems[68]. But the recognition of these limitations does not absolve schools from their responsibility to develop strategies for meeting the needs of particular children. Inadequacies in learning opportunities can exacerbate the inequalities which children bring to school[69].

But there is another body of opinion which would suggest that schools, unintentionally, serve to perpetuate the existing inequalities and power structures in our society. In this view the hidden curriculum reinforces "those attitudes and affective capacities which allow individuals to move smoothly into an alienated and class-stratified society"[70]

A concern about the unequal participation of the poor, the migrant, the Aboriginal and the country child has been growing and we have become increasingly aware of the powerful effects of parental attitudes to education and of the relationship between expectations about academic success and achieving it[71]. What the work of the new sociologists of education has shown us is that the tasks of maximising educational opportunity and of tackling the problems of the poor and other disadvantaged groups

are neither peripheral, nor a temporary fad, but at the heart of schooling. The curriculum too, is important to all members of a society as well as to teachers. This is so because it should reflect the way our society perpetuates itself and affects the life and prospects of each individual.

2. ROLE OF PARENTS AND COMMUNITY IN EDUCATION

An increasing number of research studies and experiments in recent years have focussed on the relationships between the home environment and the child's performance at school. These studies have produced findings which have highlighted the necessity for educators to consider the role of both home and community in the education process, and the role of the school in relation to the home and the community.

Recent major studies in Britain and America have identified the importance of home background and parent support for success in education. It is important that schools foster close relationships with their communities in order to establish an understanding, supportive climate. Likewise, parents must be helped to realise their own potential for support in the sphere of their children's education, so that they can participate more fully in the process.

The aim of parental links with schools is to increase the educational understanding of parents, and the social understanding of the parents and the social understanding of the teacher so that a closer partnership for the education of the children might be realised.

The building of this partnership depends very much on the principal of a school who is in a position to influence public attitudes towards the school, its staff and education in general. The principal is to a large extent responsible for the development of the climate in which school-community interaction occurs.

The support of teachers on the staff is essential as, without this, moves to involve parents and build positive relationships could hardly begin.

Education is vitally concerned with people. School staffs need to have a genuine concern for people and should be able to communicate this concern if they are to develop and maintain credibility in the area of community-school relations.

There are positive gains for both parents and teachers through an expansion of their levels of interaction and even more gains for the child because both parties have a better understanding of the needs. When this contact is developed, however, and a collaborative approach is taken, schools stand to improve the life chances of many young people.

Parental Involvement - A Gradual Process of Change

Parent participation will vary according to a number of factors such as the school's community, parents' and teachers' at-

titudes, the appropriateness of parent programs offered and the degree to which the school is receptive to parents' ideas and parent involvement.

Just as there is variation in communities within society we would expect to find variations between parent participation programs in schools. The changing of attitudes is a gradual process and it will take both parents and teachers time to adjust. Teaching and learning are creative processes and teachers can help to bring about situations in which parents are creatively involved. There are many ways of doing this for there is no one right way for parents to be involved in education.

A school that presents a welcoming atmosphere will encourage visitors and help them to feel relaxed. It is important that the school be easily accessible, with adequate parking and clear signs for the convenience of visitors. The reception by office staff should ensure that visitors are put at ease and made to feel welcome. This type of reception should also be reflected in the response to telephone enquiries.

The use of areas in a school for community activities both during and after school hours, can have a marked influence on the way in which a community sees its school. If a school can become a focal point for community activities, especially in a country area, the realisation that it has become such a centre of interest and activity can give parents a real sense of involvement and build much closer relationships with the people who staff it. So far, limited facilities of this type exist in Tasmania. These vary from parent rooms, where people can have coffee and a chat, to areas where they can undertake activities such as craftwork and sport. There is a great need to extend such facilities in order to encourage greater community interaction.

One major advantage of areas such as these is that they provide situations in which teachers and parents can mix in an unthreatening situation and gradually build positive relationships on the basis of their qualities as people as distinct from their roles as teachers and parents. A relationship such as this needs to be based on mutual respect and trust.

The submission from the Primary Principals Association indicates its support for developing a closer relationship between the community and the school. Two of the factors seen as supporting this development are the building of smaller schools and the development of community facilities in schools.

Some schools in Tasmania have had a great deal of success in developing high-quality school-community relationships. These have not been developed in the same way, as methods obviously vary according to the circumstances, but perhaps the development of a bank of ideas used and found successful by schools in different situations would help stimulate schools that wish to develop closer relationships with their community.

In the past parent organisations have been seen as fund raisers and providers of help with sport, social functions and canteens. Changes which are continuing to take place, however, are leading to a higher level of involvement where individual parents participate in a real and meaningful way. Where parents and teachers are considered partners in the education process, and both share their knowledge on child development, education and individual children, each will gain further knowledge and an awareness which will enable them to respond positively to children's needs. Schools need to develop programs aimed at sharing the information that parents and teachers have about children and their needs, and plan ways in which those needs can be catered for.

Teachers need to learn to work together with parents, not merely to listen to grievances and offer advice when necessary, but to recognise them as partners and valuable resource people.

The committee endorses the submission from the Kindergarten Teachers' Association stating that parent-child sessions are of great value in bringing home and school together by involving all in the vital educational process. Parents involved in this way are becoming more aware of their children's needs and more skilful in dealing with those needs.

Both the Kindergarten Teachers' Association and the Infant Mistresses Association submissions point to the need for suitably qualified people able to go to homes, with materials, to work with parent and child. Such assistance, when needed, should be readily available to homes or communities, wherever this can be arranged.

Homes are the dominant influence on children's development. In consequence, efforts to give to parents an awareness and understanding of the educational program and the progress of their children must be supported.

Attempts to build upon the relationships and awareness begun in parent child sessions are made in a large number of kindergartens and infant sections. As children progress through the school, the need continues for efforts to involve parents and keep them informed. When schools hold sessions for parents to help them understand what is happening in their child's education, the response is usually very good.

Parent Involvement in Planning and Organisation

It has been difficult for both parents and teachers to adjust to the changing role of parents from that of a primarily fund-raising function in the school, to the new concept of parent involvement in all aspects of school activities.

The attitude of teachers may vary from welcoming the participation of parents to feeling threatened by an intrusion into areas of professional concern. The attitude of parents may vary from a willingness, even anxiety to be involved and to participate, to a fear of being judged by the school staff, or a personal dislike of school, or the feeling that teachers have been trained to do a

job and should get on and do it without expecting or requiring any interference from outsiders. Attitudes of the community may vary from willingness to be involved in the school's program as resource people with skills and knowledge to share, or providing experiences for children in the community, to expressing such demands of children leaving school that they exert undue pressure on school programs.

Involvement of parents in planning the curriculum may not be possible in all schools. However, schools where staff are working as a team in planning curriculum, and who already have a well-established parent involvement program, may consider this a valuable way to involve parents in the work of the school. The success of parent participation in curriculum corstruction will be closely related to the extent to which teacher participation in curriculum planning is already successfully underway in a school.

The involvement of parents and teachers in curriculum development must begin from a point where each feels confident and then continue through experiences which extend competence. By working together in developing the learning program parents and teachers will realise that their roles are complementary.

In some Australian states legislation requires that school councils operate in schools. The committee, however, believes that if school councils are to grow as genuinely co-operative, decision making or advisory bodies, it is necessary that they be allowed to evolve where individual schools and communities see such a development as desirable.

3. OUR PRIMARY SCHOOLS AND CONTEMPORARY SOCIETY

One of the great problems of schools is that we are educating children for a future, the nature of which is becoming increasingly hard to predict. If schools are to accommodate the accelerating rate of change in our society, they need to develop a degree of flexibility to evolve in ways to meet the future needs of pupils and society. Schools have seldom been used as a means of changing society and generally lag behind changes in life styles, values, attitudes and technology. Schools, whether they like it or not, are affected by these changes and so are obliged to make decisions about recognising those changes which are substantive and worthwhile.

In our primary schools, then, a great deal depends on three factors:

* Teachers who are alert to the conditions and needs of the society in which the students live. Teachers cannot be sure that their pupils will grow up in the same world as they did.
* A close, confident relationship with parents.
* A school organisation which is flexible in its methods fosters discussion which allows students the opportunity to make appropriate decisions.

The committee would like to look briefly at four areas which are of concern to primary schools. These are drugs, technology, sex education and television. At the same time, we would have to acknowledge that there are enormous changes evolving within society with which school programs have to be reconciled. Included in these are such things as changing educational values, the declining influence of churches on values, changed marital conditions, working mothers, vandalism, increased mobility, urbanisation, improved methods of contraception and the widening gap between the 'haves' and the 'have nots'.

Drugs

Children at upper primary level are increasingly exposed to two legal drugs, tobacco and alcohol. Health programs in these areas are highly desirable in primary schools.

Moralizing, scare tactics and 'expert' talks without follow-up are likely to be counter-productive. Teacher and parental unity, a personalized program, a consideration of choices and a natural welding of this into a total health program are more likely to achieve success. The total program is inevitably linked with mental health, with rationalization of the place of the media and peer pressure groups and with life in modern society. We would commend the present Health Education Project as being a move in the right direction. At the same time, we deplore the ease with which young children can get access to both cigarettes and alcohol. Schools cannot operate in isolation and any program has to involve the public.

The current Health Promotion Project, jointly financed by the Education and Health Departments, is making a very positive contribution to health. Both primary schools and families have very important parts to play in forming positive attitudes towards the health of children.

Sex Education

Since the sex-urge so powerfully influences human activity in so many ways, the development of understanding of it and how best to deal with it cannot be left to chance. Many would say that sex education belongs in the home and this is probably true. But in many homes there is no sex education and consequently many children are defenceless against the concentration on the physical nature of sex which comes from peer groups and from certain elements in the media. We would suggest that some schools initiate trial programs of sex education with parental support for this is vital. Primary school libraries should have suitable texts freely available to parents and children.

This committee believes that the area of personal relationships is not sufficiently featured in our schools. More positive programs should be developed to help pupils with problems of adjustment, values, emotions and physical and social development.

Technology

The committee believes that technological change has reached so far into our society that children in our primary schools will become increasingly involved with it. In many aspects schools find it impossible to keep up with the rate of change. In addition it is increasingly difficult for schools to identify what the needs of children will be in later years. Schools, then, should concentrate on developing the autonomy and adaptability of the child as an individual. Children tend to accept the present as being permanent and schools should take every opportunity to let children use and inspect materials which illustrate our changing technology.

Television and the Media

Television, film, radio and newspapers have a profound influence on our society. For primary school children, television has made the greatest impact. Statistics show that the average child spends three hours per day or over one thousand hours a year in viewing television - a greater share of time than is spent at school. Television has therefore displaced radio listening, cinema attendance, reading, outdoor sports, physical exercise, play with peers, family social activities, physical and sensory contact with the environment and close contact with the family.

The committee acknowledges that while there are many television programs which are very worthwhile, many present distorted views of inter-personal relationships, unrealistic patterns of behaviour, and stereotyped characterisation. Even so, it is the over-use of viewing that concerns the committee most. We believe that the primary school has an obligation to help children to be appreciative, critical and discriminating. This assistance should be given each year from kindergarten to grade six so that children gradually develop knowledge, skills and attitudes which will help them to understand the nature, techniques and purposes of the media. Parents have responsibilities, too, in limiting viewing times, program selection, sharing discussions and providing family activities as an alternative to the media. We would commend the work of the Senate Standing Committee, the Australian Broadcasting Tribunal (including the Children's Television Programs Committee) and the Council for Children's Film and Television[72].

RECOMMENDATIONS

The recommendations of the Committee have been separated into three types contained within their appropriate sections, listed alphabetically.

The first, General Principles are not specific recommendations which can be immediately acted on but conclusions reached by the Committee which are proposed to the system for its assent. The proposals also serve as a summary of the general points made in the body of each section.

The second type of recommendation, Recommendations to the System, contains recommendations for action by the administration of the Department.

The third type of recommendation, Recommendations to Schools, is specifically addressed to primary schools. With these recommendations the assent of the Director General or his administration is not the key element. To be implemented they require acceptance within individual primary schools.

The numbers that follow each of the recommendations, thus (1, 24, 64) indicate the pages within the body of the report to which the reader may refer for the Committees detailed deliberations.

SECTION A. THE PURPOSE OF PRIMARY SCHOOLS IN TASMANIA

GENERAL PRINCIPLES

A1. The central concern of the primary school is the child. (1)

A2. Schools together with parents have an essential role in helping children achieve their potential in all aspects of growth and development. (3, 13, 96-99)

A3. Schools need to be concerned with all areas of a child's development, physical, social, emotional, intellectual and moral, and with the inter-relatedness of these. (1, 5)

A4. The quality of the learning environment, including the quality of inter-personal relationships, has a strong influence on a child's development. (2, 28)

A5. Schools should provide programs which will help individual children develop self esteem, autonomy and a sense of responsibility. (1, 2, 3, 95)

A6. Children need time to live fully, happily and confidently in the present. This is the best preparation for a satisfying and useful life as an adult. (4)

SECTION B. CHILDREN: THEIR GROWTH AND DEVELOPMENT

GENERAL PRINCIPLES

B7. Knowledge and understanding of child growth and development are essential factors in determining the nature and extent of the primary school program. (1, 28)

B8. The overall aim of primary school is to enhance the child's chances of successfully mastering the developmental tasks, in the areas of intellectual, physical, social, emotional and moral development. (2, 38)

B9. Primary programs designed to foster child growth and development should take account of the dominating influence of all aspects of language on intellectual, social, emotional and moral development. (12, 19, 34)

B10. The principal focus of attention in the primary school is the children and their differing needs and abilities in relation to developmental stages. When considering content and method, attention must be focussed on the notion of stages of development and the developmental tasks associated with each stage. (2-3, 38)

B11. Programs should enhance each child's opportunity of achieving a higher level of development with the acquisition of skills seen as 'tools' to assist this process and not as ends in themselves. (19, 42)

B12. Continuity in development for each child is essential, therefore organisation should allow for this and for children to progress at their own pace. (2, 5, 32, 44)

B13. The interdependence of social and emotional, physical, intellectual and moral development is unquestionable. A malfunction, a disturbance, a lack of maturity or experience in one area, will be an inhibiting factor in all areas. (5)

B14. Learning is an active process in which the learner interacts with the environment through experiences that are meaningful and therefore challenging and satisfying. (20, 35, 54, 90)

SECTION B. CHILDREN: THEIR GROWTH AND DEVELOPMENT

RECOMMENDATIONS TO THE SYSTEM

B15. That the Education Department acquaint the appropriate tertiary institutions with the need for primary teachers to have intensive pre-service courses on child growth and development, knowledge of exceptional children and their needs, skills of observation and the use of diagnostic techniques. (1, 10, 24, 72)

B16. That the Centre for the Continuing Education of Teachers be asked to continue and extend courses on aspects of child growth and development, including knowledge of exceptional children and their needs, skills of observation and the use of diagnostic techniques. (1, 10, 24, 72)

B17. That the Director of Primary Education, the Deputy Director of Development and Information Services and Regional Directors be requested to give priority to teacher development courses on aspects of child growth and development. (1, 72)

B18. That as part of B17 above, an appropriate proportion of relief teacher days be provided so that schools can hold school based seminars and conferences on aspects of child growth and development, including provisions for exceptional children. (1, 72)

B19. That a specific position at the Curriculum Centre at Senior Education Officer level, for a person with qualifications in the study of child growth and development, be maintained. (1)

B20. That this Officer act as

1. consultant for school based seminars and conferences, on aspects of child growth and development including knowledge of exceptional children and their needs, observational and diagnostic techniques;
2. to assist in schools with planning and programming for these needs. (72)

B21. Further that this service be extended by 1981, by appointing two additional officers to service the north and north-west regions. (71)

B22. That Regional Superintendents ensure that teachers who have taught in one situation for a prolonged period are transferred wherever practicable.

B23. That the Department endorses the recommendation in the TEND Report that the normal length of appointment to a school should be for at least three years and that teachers should be encouraged to reside in the locality in which they teach.

B24. That the Director of Primary Education, Policy and Planning Committees (set up for overseeing the production of

curriculum guidelines) and the Supervisor of Curriculum Centre, be asked to ensure that sufficient emphasis be given in preparing curriculum guidelines to the interrelatedness of all aspects of development and the developmental tasks associated with the appropriate stages. (3, 69)

B25. The Director of Primary Education be asked to review and report on ways in which pertinent and objective information can be transmitted from one school to another following transfer of children both intrastate and interstate level.

B26. That the Development and Information Services be requested to provide specific information for parents and the public so that they become aware of the importance of aspects of child growth and development within the primary school program as outlined in this report. (74)

B27. As the implementation of teaching methods based on developmental theory requires more detailed individual teaching, it is essential that the Department provide more staff in primary schools to reduce the size of classes. (34, 79)

B28. That, since early familiarity with the language of stories and books is of utmost importance to the child's later development the Department should seek to promote a Statewide and Nationwide continuing campaign to inform parents of this. (12, 13, 37)

SECTION B. CHILDREN: THEIR GROWTH AND DEVELOPMENT

RECOMMENDATIONS TO SCHOOLS

B29. That school based seminars and conferences be employed to keep staff knowledge and understanding of child growth and development up to date with current research. (1, 19, 72)

B30. Teachers should constantly review programs to ensure that schools are primarily language-situation places, instituted in the widest sense of language and fostering the kinds of activities that are demanded by our knowledge of language development and its effects. (12-13, 32)

B31. That schools, taking into account knowledge and information gained about the developmental process of each child, need to constantly review their planning in terms of the appropriateness of the program for individual children. (9, 21, 41)

B32. That school and classroom programs should be based on levels of development rather than grades or ages so that there is continuity in the program that relates to continuity in the child's development. (3, 38)

B33. That schools should structure teaching groups, develop programs and establish ongoing records of each child's progress to ensure continuity in the learning process. (21, 24, 32)

B34. That teachers are required to have records of planning and the practical application of that planning (the directions actually pursued during the learning experience) closely related not only to the on-going development of a school's educational program, but to the developmental progress of each child.

B35. That teachers should see it as necessary and arrange groupings so that they can provide for individual differences in rates of growth and style and tempo of learning. (4, 33, 34)

B36. That schools need to regularly review timetable provisions, use of buildings and resources to ensure that these are consistent with the development of children, their varied levels, abilities and interests. (21, 83, 86, 91)

B37. That school organisation should be such that it enhances the child's development of a positive self-image of competence. (9, 43, 54, 56, 57, 58)

B38. That schools as far as possible within their normal provisions meet the special needs of children. Where assistance from specialists is required this is to take place with the specialist working alongside the teacher in the classroom. (9, 43, 44, 65, 80)

B39. That school based seminars and conferences be utilised to reinforce teachers' understanding of the nature and purpose of "play" in the total development of children. Particu-

lar emphasis should be given to this at the Early Childhood Level. (11)

B40. That because of their importance in the child's total development as an individual certain experiences are fundamental and should be provided as part of the primary school program. This committee considers there should be opportunities for:

* individual expression through the arts (54)
* problem solving and the development of thinking skills (19,40)
* self direction and making choices (19, 44)
* imaginative and make believe play (11)
* participation and enjoyment in learning (20, 22)
* exploring relationships and developing social values (39-40, 44, 93, 94, 100)

B41. That schools implement a total language program which interrelates all aspects of spoken and written language. (12,19)

B42. Teachers and schools should do all in their power to alert parents to the importance of making very small children familiar with nursery rhymes, stories, picture books and story books. (13)

B43. That school based seminars and conferences be utilized to keep staff knowledge and understanding of language development up to date with current research. (12, 19)

B44. That there is an urgent need through school based seminars and conferences to provide teachers with knowledge and understanding of intellectual development. (15-23)

B45. That school programs for groups and individuals should take into account levels of intellectual development and match these as far as possible. (22, 38-39)

B46. That teachers, by setting goals, should make learning personally challenging and satisfying for individual children. (22)

B47. That teachers need to know the stage each child has reached at a given time in order to evaluate progress and in order to ensure that the learning environment is supportive to the present stage of development. (22, 23)

B48. That it is essential that teachers keep records of children's progress clearly indicating levels of development. Records need to present a balanced selection of sequentially arranged work samples, together with objective comments and relevant information. (24)

B49. That teachers should aim, in evaluation, to diagnose present interests, abilities, levels of development, to measure progress towards desired goals and to gauge program effectiveness. (24)

SECTION C. THE SCHOOL IN ACTION

GENERAL PRINCIPLES

C50. There is a desirable school size which offers the best opportunities for pupil development, teacher satisfaction and efficient organisational functioning. A two-stream school is the maximum size beyond which no school should be allowed to grow. (29)

C51. The committee believes it is possible to organise the larger schools so that children have some of the advantages of small school situations. (30, 31)

C52. Many children from housing subdivisions have special needs to which schools must give particular attention. (31)

C53. The committee believes that children would be best served by a change of policy relative to building activity in new subdivisions so that the building of homes occurs in stages, separated by several years. (31)

C54. Modern educational organisation and program construction recognise patterns of development in children but also cater for the capacities and needs of individuals. (9, 33-4)

C55. Flexibility in group organisation, program content, time allocation, the use of furniture and space and required level of performance is an outstanding feature of modern educational practice. (35, 83)

C56. Physical activity and talk are natural and necessary elements of the learning process. (34, 20)

C57. The principal outcome of the educational program should be an enhancement of the child's development involving an increase in his powers of communicating, thinking and valuing.

C58. As each pupil develops in intellectual, linguistic, physical social, emotional and moral areas he integrates experiences in his own way, and becomes better at the generalized processes of thinking, communicating and valuing. (39, 40)

C59. The curriculum which is learned is the one which the pupil creates by his own selection from what is offered, sought out or found by accident. (39, 40)

C60. The quality of the engagement between the pupil and the curriculum is most important in determining the effectiveness of learning. The quality of engagement is very much a product of the relationships that accompany it. (22, 40, 42)

C61. The curriculum should enable children to participate in the school program with dignity and satisfaction, to make reasoned judgements, to engage in further learning, to develop towards autonomy, and to function effectively in post-school life. (41)

C62. The curriculum should range widely and make a balanced provision for each child. (22, 41)

C63. Learning should be both individual and social, experimental and reflective, indoor and outdoor - in other words as varied as possible. (41, 51-53)

C64. The curriculum should enable all children to achieve their greatest individual potential. (89-90, 44)

C65. In a rapidly changing society leadership in schools must be dynamic. (46)

C66. An open organisational climate is a desirable feature of schools. (48)

C67. Appropriate involvement in decision making leads to commitment and a sense of unity. (48, 62, 72)

C68. A prime role of the principal is to facilitate the teacher's task and to provide assistance and encouragement. (42, 62)

C69. Delegation and the ability to develop leadership qualities in others are important aspects of the principal's role. (49)

C70. Learning programs take on added purpose, interest and excitement and the development of the child's intellectual skills is enhanced through first-hand experience when the external environment is utilised. (51, 90)

C71. It is of particular importance to the primary age child to be allowed to experience concrete situations. (51)

C72. Outdoor experiences complement classroom experiences in developing social conduct, concern and responsibility. (53)

C73. The resources of the immediate school vicinity should be explored, as well as district resources and those further afield. (51, 90)

C74. The Arts makes an important contribution to the overall development of the child. (54)

C75. The various aspects of the Arts - music, speech, drama, craft, art and dance enable the child to communicate his experiences to others and respond to their experiences. (54)

C76. The development of competence in any Art form is cumulative. Therefore a planned sequential program which is compatible with individual needs and abilities is essential. (55)

C77. Careful organisation and integration of the whole Arts program so that it is an integral school activity and part of the overall educational program is required to enable the Arts to fulfil its purpose in primary education. (55)

C78. To use the Arts fully in Primary Education, to realise the fullest potential of the Arts, the program should be organised so that the related Arts contribute to the overall school program. (55)

C79. Physical Education is an integral part of education which contributes to the total development of every individual. (56)

C80. Children's ability to function in their environment is partly dependent on the level of physical fitness they possess. (56)

C81. The main objectives of a Physical Education program are:

* The need for vigorous activity.
* The need to develop skills of movement.
* The need to prepare for leisure. (56)

C82. To achieve these objectives, children progress through a physical education program based on individual stages of physical development. (56)

C83. An adequate time should be given for a daily period of vigorous activity. (56)

C84. The earlier children can be involved in a variety of guided movement experiences, the better. (57)

C85. The physical, social, emotional, and intellectual development of children are irrevocably linked. (57)

C86. A physical education program structured to the needs of children and controlled by qualified teachers plays a major role in the social, physical and intellectual development of the child. (57)

C87. Sport is an integral part of the educational program. (58)

C88. The development of healthy and positive attitudes towards sport and physical fitness and the building of confidence in, and enjoyment of, physical fitness and sport are a major objective of the primary school. (58)

C89. The social pressure of adult requirements can have a detrimental effect on children who have not developed sufficiently to meet such demands. (58)

C90. Adult expectations should emphasize the positive benefits of participation in psychologically healthy situations. (58)

C91. The process of evaluation is an essential part of school level decision making. (60)

C92. To be of use in improving aspects of the school program evaluation needs to be initiated by the genuine concerns of the school and must function within the particular school's context. (62)

C93. The inclusion of an experienced and sensitive outsider acting as a facilitator can be of benefit in most school evaluations. (62)

C94. A high value is placed on the development of literacy and numeracy skills. (19, 64)

C95. At any particular time each child has reached a different level of competence in numeracy and literacy and will progress at a different rate. (7, 64)

C96. The identification of weaknesses and problems needs to be made as early as possible and appropriate intervention programs designed. (9, 43, 64, 65, 80)

C97. Parents need to be made aware of the significant roles they have in the development of numeracy and literacy. (13, 64)

C98. Some children's needs fall either so far above or below the expected range of differences that special provisions need to be made for them. As far as possible this should occur within the normal school program. (65)

C99. For children with special learning difficulties specialist assistance is needed by the classroom teacher. (65)

C100. Where children's difficulties are of such an acute nature that highly specialised resources are needed, these should be provided in units where contact with primary school children is possible. (65)

C101. Praise and approval are important in building a pupil's self esteem. (66)

C102. Where children are aware of their realistic goals then the achievement of these is often its own reward. (22, 66)

C103. The co-operation of staff and children in creating a good learning climate is essential in reducing the need for punishment. (22, 66)

C104. The effective treatment of disruptive, indecent and insolent behaviour would require more counselling services than schools have at present. (67, 94)

C105. This committee cannot endorse inflicting gain as a method of punishment. (67)

C106. The teacher should observe the standard of behaviour expected from children. (67)

SECTION C. THE SCHOOL IN ACTION

RECOMMENDATIONS TO THE SYSTEM

C107. That the Education Department accepts that a two-stream school is the maximum size beyond which no school should be allowed to grow and plan its future building program accordingly. (29)

C108. That the Education Department take up with the appropriate Government instrumentalities the development of new housing divisions with the purpose of finding ways to minimise the social disadvantages caused to many children by present policies. (31)

C109. That while the Education Department continues to encourage flexibility which allows for individual attention and a variety of groupings, it discourages the practice of upgrading into achievement levels across a number of classes for the development of basic skills. (32, 35)

C110. That the Director of Primary Education establish within the framework of the Curriculum Centre a task force to assist in identifying ongoing curriculum needs consistent with Recommendation C145 to Schools. (41)

C111. That this task force be enpowered to commission the preparation of appropriate guidelines consistent with those needs. (41)

C112. That school initiatives in the curriculum area be supported by a substantial increase in the provision of funds and support personnel with appropriate expertise and the supply of curriculum resources. (69, 71, 72, 80)

C113. That the Curriculum Centre continues to monitor initiatives operating throughout the State and elsewhere, and to collect and disseminate information pertaining to them.

C114. That courses of study in curriculum development be extended - this to include both an expansion of the academic C.C.E.T. courses now operating and the introduction of short courses in specific aspects of curriculum development into the Development and Information Services program. (72)

C115. That the Department urge additional study of curriculum development for students in pre-service training institutions.

C116. That, as a major priority, the opportunities for leadership training should be expanded. (72)

C117. A co-ordinator to initiate training programs at all levels be appointed.

C118. Ultimately participation in a leadership training program be regarded as a pre-requisite for promotion. (71)

C119. That the design of primary schools allow for children to have direct access to the outside environment. (51, 90)

C120. That the Department provides financial assistance and increased support for local and extended excursions. (52)

C121. Buildings should provide for the operation of related Arts programs to all primary schools and priority should be given to upgrading facilities in older schools. (55, 83)

C122. A pilot project for the mounting of a related Arts program be established in a school in each Region. (55)

C123. Provision be made for greater numbers of specialists in the Arts to be available to assist schools in the development of related Arts programs. (55)

C124. Funds be provided for enriching the experiences in the Arts for children in isolated and rural areas. (80)

C125. That pre-service training provides more adequate experience in Arts education. (72)

C126. That at least one fully qualified teacher of Physical Education be appointed for every four hundred primary pupils within the system. (72)

C127. That because of climatic conditions all primary and district schools should have a gymnasium and/or a general purpose room. These rooms should be of adequate size and height and specifications should allow for both ceiling and wall bearing equipment. General purpose rooms should be a minimum of 240 square metres by 6 metres in height. (83, 84)

C128. Carefully constructed guidelines containing sequentially graded activities in all areas should be available as a guide to teachers. (57)

C129. The schools should be better informed about the process of school level evaluation by the provision of information, advice and case study material available to them from an accessible source. (60)

C130. Appropriate resources should be made available to schools wishing to undertake school level evaluation. (62, 71, 80)

C131. The network of contact people for school level evaluation needs to be extended to aid the professional development of teachers and to provide opportunities for a co-operative style of operation. (63)

C132. That the Department ensure that the system is seen by the public to be supporting schools in their attempts to lift the levels of numeracy and literacy. (74)

C133. That the Department acquaint the appropriate tertiary institutions with the need for primary teachers to have intensive pre-service courses in the development of literacy and numeracy.

C134. That the Director of Primary Education, the Director of Services and Regional Directors be requested to give priority to teacher development courses on aspects of literacy and numeracy. (72)

C135. That the Department ensure that schools are adequately supplied with the necessary resources to develop adequate literacy and numeracy programs. (71, 79-81)

C136. That the Department build special units for the severely handicapped in situations which allow access to the activities and play of primary school children. (66)

C137. For other children the Department ensure that adequate resources including specialist assistants and general staff be provided so that children with special needs can be kept within the normal school and classroom situation. (65, 80, 81, 85)

C138. That counselling services be available to primary schools immediately. (94)

C139. That pilot values education programs be established in some schools. (67, 94)

C140. That the phasing out of corporal punishment will require special segments of in-service and pre-service training in developing pastoral care and positive forms of discipline. (67, 72, 94)

SECTION C. THE SCHOOL IN ACTION

RECOMMENDATIONS TO SCHOOLS

C141. Teachers should ensure that children live and learn in the company of other children of different ages and the organisation of teaching groups should allow for this.(32)

C142. In organisational planning for learning teachers should ensure that the grouping of children is flexible and based upon the level of development of the individual.(32)

C143. Since it is recognised that physical activity and talk are natural and necessary elements of the learning process they must be allowed for in planning the educational program. (20, 32)

C144. Teachers should recognise that the content of educational programs is highly flexible and responsive to the needs of children, parents and circumstances, and that children have some right of choice of educational activity. The organisation of learning groups should allow for this. (46)

C145. Schools should undertake a program of curriculum development which will identify:

(a) the range, scope and balance required to provide meaningful learning for individuals at their level of development. These experiences will need to include:

Language
Mathematics
Understanding society
Understanding the natural environment
Exploring the arts
Coming to a knowledge of human characteristics and needs including self knowledge. (41)

(b) learnings which are pre-requisite to further learning; abilities such as writing, reading, basic computation, spatial orientation, obtaining information and problem solving techniques etc. (43)

(c) sequences of tasks in these areas which will allow each child to move on to the next developmental level. (38)

(d) the degree of competence desirable for most children. (44)

C146. That teachers be strongly encouraged to engage in curriculum development study courses. (72)

C147. That principals progressively involve the school community in the decision making process. (48, 62)

C148. That principals acquaint themselves with the principles and practices involved in open, participatory management. (46, 62)

C149. That senior staff be given scope for initiative and contribution in their roles. (49, 62)

C150. Schools, in planning outdoor activities, should clearly identify their purpose. (52)

C151. Teachers should ensure that the outdoor experiences provided for children are an integral part of the program.(51, 90)

C152. Teachers should be alert to the starting points and stimuli which are in the immediate vicinity of the teaching area. (51, 90)

C153. Schools should compile a record of environmental community resources available to assist in their educational program.(54)

C154. Programs in schools should provide children with opportunities to express their feelings and communicate these feelings to others through music, movement, dance, drama, painting, drawing and modelling. (54)

C155. That there be a planned, sequential Arts program which will enable children to develop the necessary skills of a particular art form. (55)

C156. That children talented in any particular Art form have adequate guidance and are given opportunity to develop such talents. (56)

C157. That the school environment be enhanced by children's active participation in well planned aesthetic programs.(55, 89)

C158. That schools, through their own in-service programs, should ensure that teachers have the advantage of contact with specialists in the Arts forms. (55, 72)

C159. That all infant and primary children be given the opportunity of participating in a minimum of thirty minutes Physical Education activities each day. (57)

C160. That in competitive situations teachers should create an environment where each child can perform, within the limits of his ability, feeling secure and accepted by both peers and teacher. (57)

C161. That teachers plan Physical Education and classroom programs recognising the competitive processes inherent within the activities they present. (57)

C162. That sport in primary school should be carefully planned as an integral part of the educational program to assist in the building of confidence and to develop skills and physical fitness. (58)

C163. That teachers should ensure that children experience success through a range of challenging, sequential activities, gain a realistic understanding of their abilities and an appreciation of values. (58)

C164. That where outside coaches are involved teachers ensure

that there is an understanding of and implementation of the school's educational philosophies. (58)

C165. Schools should consider evaluation a constant and continuing aspect of school life. (60, 72)

C166. The style, the process and the product of the evaluation should reflect the genuine needs of the school. (60)

C167. In the planning of an evaluation schools should consider carefully both the human and the material resources necessary for the process. (61-62)

C168. If the school wishes to invite a contact person this should be done as early as possible to ensure that the contact person may become adequately involved. (62)

C169. Teachers should be encouraged to take part in development courses to improve their understanding of the problems and processes involved in a literacy and numeracy program. (72)

C170. School and class programs to develop literacy and numeracy must allow for each child's present level of achievement and individual rate of progress. (7, 64)

C171. The concern of the school should be to prevent the development of problems through early identification of possible difficulties and the appropriate early intervention. (9, 43, 64, 65, 80)

C172. Teachers should understand what particular resources are needed to meet the needs of particular children and schools should ensure that there is an adequate supply of these. (22, 71, 91)

C173. Early concrete experiences involving number, size and shape, together with the appropriate language, provide the basis for numeracy. Schools should make parents aware of how they can provide these concrete experiences. (15, 22, 64, 97)

C174. Schools need to do all they can to alert parents to the importance of shared experiences of talk, stories and books as a basis for the later development of literacy. (13, 64, 74, 96)

C175. Schools should ensure that resources are adequate, classes small enough and the services of teacher aides so directed that classrooms which contain children with special needs can operate efficiently. (84, 103-104, 105)

C176. The specialist teacher should assist the classroom teacher in making observations, recording them and drawing implications from them. (24, 65, 80)

C177. That corporal punishment be phased out of primary schools. Individual schools should establish their own time schedule as soon as possible. (67)

SECTION D. THE PRIMARY SCHOOL AS PART OF THE EDUCATION DEPARTMENT

GENERAL PRINCIPLES

D178. Individual schools should be responsible for curriculum development, evaluation and the utilization of resources. (69)

D179. There is a need for primary schools to operate within a policy framework established for the system as a whole, which is sufficiently broad and flexible to enable a degree of diversity between schools. (69)

D180. Primary schools must be concerned about the determination of priorities between different parts of the system and about the development of new patterns of resource use. (69)

D181. With the developing autonomy of the school there will be an increase in the involvement of parents and the local community in school decision making. (61, 70, 72)

D182. The needs of schools and aspirations of teachers in relation to promotion and assessment requires examination. (71-72)

D183. Policies need to be established and priorities determined for teacher development. (72)

D184. Though the minimum age for compulsory attendance should remain at six years an investigation of all aspects of early age entry is required. (72, 82)

D185. Teachers will be concerned with using a range of diagnostic tests with individual children. In terms of the development of children such work is more significant than any statewide monitoring program. (24, 75)

D186. Purposeful innovative activity is necessary in a dynamic educational system. (47, 75)

D187. New schools face particular problems and require special support. (77)

D188. The quality and quantity of staffing in primary schools is of crucial importance. (79)

D189. Primary school buildings are so planned or modified that they can be used flexibly. (83)

D190. Levels of funding need to be both predictable and adequate. (83)

D191. Decisions about the organisation and co-ordination of the schools learning resources are made in conjunction with other educational considerations. (70, 71, 83-85, 86, 91)

D192. The library be seen as a resource centre for the whole school, allowing educational experiences to be maximised

through ready access to a wide range of materials suited to all levels of development. (91)

SECTION D. THE PRIMARY SCHOOL AS PART OF THE EDUCATION DEPARTMENT

RECOMMENDATIONS TO THE SYSTEM

D193. In-service training for principals, senior staff and teachers on

(a) management (80)
(b) school-based curriculum development (72)
(c) evaluation (73)
(d) accountability. (73)

D194. The Education Department develops a broad policy framework for primary schools. (69-71)

D195. Identify priorities for resource allocation and enquire into existing disparities within the system, with a view to increasing the primary component. (70, 71)

D196. That policy from Head Office and Regional offices is clearly expressed in documents that are freely available.(71)

D197. Assessment and promotion of teachers be reviewed. (71)

D198. Teacher development programs be reviewed. (72)

D199. Policy on age entry should be clearly established. (80, 82)

D200. The Curriculum Centre and consultants work with schools to assist them with curriculum development. (72)

D201. While the value of 10N and 10R tests to reveal trends in reading and number tests is recognised, these tests should not be extended. (75)

D202. The system should permit individual schools and individual teachers to implement new ideas. (47, 75-77)

D203. The system should provide adequate financial backing for all schools. (83)

D204. That staffing be based on predicted enrolments and that a periodic review of staffing needs be undertaken. (79, 83)

D205. That the Department continues to support and extend its provision of ancilliary staff as follows:

(a) Full time clerical assistance in Class I and IA schools. (81)
(b) At least one teacher aide to every four classes.(81)
(c) A review of the library aide situation to increase the effectiveness of the teacher-librarian.(81, 114)
(d) Provision of bursars in larger schools.
(e) To cater for increased community use the provision of extra cleaning and groundsman time - plus appointment of caretakers to be considered. (81)

D206. The Department implements a policy of upgrading older state schools to a level as near as possible to that of new schools. (83)

D207. A review in the idea of base grants principles with a greater scale of base grants tied more to the size of schools. (83)

D208. Strategies such as the use of the Media Project team need evaluation and expansion. (91)

D209. (a) That the Department continue to support the broad role of the teacher-librarian. (86)

(b) That teacher-librarians in all schools with three hundred and fifty or more children - with a second librarian in schools with more than five hundred children. (86)

D210. That the Department formulate a policy on the development of playgrounds as an outdoor learning resource.(51, 90)

D211. That a committee be set up to review the whole area of kindergarten education. (72, 82)

SECTION D. THE PRIMARY SCHOOL AS PART OF THE EDUCATION DEPARTMENT

RECOMMENDATIONS TO SCHOOLS

D212. Teachers at all levels develop an understanding of curriculum development and evaluation techniques. (69)

D213. Schools participate in the development of a broad policy for primary education. (69)

D214. In allocating resources schools need to identify clearly their needs to the system and to parents. (71)

D215 Teachers and, as a first priority, principals need to participate in management courses on school-based decision making. (48, 60-63, 80)

D216. Policy needs to be made known by the school to its community. (74)

D217. Schools need to identify leadership roles for senior staff, to write job prescriptions and to be involved in personnel selection. (46, 49, 79)

D218. Schools should make known their needs and priorities for teacher development. (72, 80)

D219. Schools undertake curriculum development processes. (72)

D220. Schools need to implement a testing program to complement the basic philosophy of child development. (24, 75)

D221. Schools should constantly modify and evaluate their programs to suit needs and circumstances of children. (75)

D222. There is a special need to involve parents in the planning and the development of the new school. (77)

D223. Schools utilize the staffing complement to best suit their individual programs. (80)

D224. That schools consider the implications of increased community use. (85)

D225. Schools should be aware of modern trends in building design and utilisation. (83-85)

D226. Schools need to identify all available resources. (91)

D227. Schools avail themselves of the services of support organisations.

D228. Schools should recognise the key aspect of the role of the teacher-librarian. The partnership role between the teacher-librarian and all other teaching personnel must be recognised. (86-89)

D229. That schools devise means to utilize playgrounds for maximum learning potential. (51, 90)

D230. That kindergarten provisions are adequate in terms of play space and funding. (84)

SECTION E. THE PRIMARY SCHOOL IN ITS COMMUNITY

GENERAL PRINCIPLES

E231. The school plays an essential part in the process by which children come to participate actively in society. (93)

E232. To cope effectively children need to acquire inquiry and decision making skills and to learn to communicate, relate and co-operate with others. (19, 93)

E233. Rapid changes in society require a changed role for the teacher who becomes a facilitator and co-ordinator rather than a transmitter of knowledge. (19, 22, 93)

E234. Education is an ongoing process requiring a continuing review of policy and systematic planning for its implementation. (71, 94)

E235. The effects that poverty may have on a child's learning and on his involvement in school require the development of close liaison between the primary school teacher and the social worker. (94)

E236. There are values in Australian society going beyond the traditional values and extending to the interdependence of the world which ought to be emphasised in primary education. (95)

E237. While educators need to be realistic about the limitations of schooling in bringing about a better society the tasks of maximising educational opportunity and tackling the problems of the poor and other disadvantaged groups are of critical importance. (95)

E238. Home background and parent support are identified as important to success in education. (96)

E239. Homes are the dominant influence on children's development but when schools and homes have a collaborative approach children's chances of success are enhanced. (96, 98)

E240. By working together in developing the learning program parents and teachers will realise their roles are complementary. (98)

E241. The school is part of the community in which the child lives and should contribute to the life of that community and be enriched by the resources of it. (3, 53, 54, 96-97)

E242. The program and approach in primary schools need to be flexible if they are to meet the changing needs of society. (99)

E243. Parents and schools have a joint responsibility in preparing children for a changing society. (99)

E244. We live in a society where people of all ages are influenced by drugs, the media and technological advances. (1, 3, 100-101)

SECTION E. THE PRIMARY SCHOOL IN ITS COMMUNITY

RECOMMENDATIONS TO THE SYSTEM

E245. Teacher education and in-service training need courses in

(a) planning techniques for developing decision making skills among children. (19, 93)

(b) the concept of poverty and its implications for child development. (93-94)

E246. That the Education Department ensures that school councils, as genuinely co-operative decision making or advisory bodies are allowed to evolve where individual schools and communities see it as desirable. (99)

E247. That pilot programs be initiated in aspects of personal relationships. (100)

E248. That the Curriculum Centre develop or acquire materials suitable for media and consumer education in primary schools. (101)

SECTION E. THE PRIMARY SCHOOL IN ITS COMMUNITY

RECOMMENDATIONS TO SCHOOLS

E249. As part of their development children need to be involved in decision making at their appropriate level. (19, 93)

E250. Values should be discussed between children and adults at every opportunity so that children can think about and develop their own value system. (94-95)

E251. The concept of poverty in its fullest sense needs to be understood by all teachers and schools should give consideration to the need for providing supplementary nutrition and free excursions for deprived children.(94)

E252. That schools foster close relationships with their communities in order to establish an understanding, supportive climate. (96)

E253. That schools provide a relaxed and welcoming atmosphere which puts parents and other visitors at ease. (96-97)

E254. That wherever possible schools set aside an area for community use during and after school hours. (97)

E255. That schools make conscious efforts to set up activities with parents aimed at sharing information about children. (97)

E256. That schools which have adopted a team approach to planning a curriculum and have a well established parent involvement program consider the possibility of parent participation in curriculum planning. (98)

E257. That schools should avail themselves of the expertise available from the Health Promotion Project and from the leadership courses. (100)

E258. Following an evaluation of pilot programs on personal relationships, schools should develop some of their own programs over the next ten years. (100)

E259. That all primary schools should incorporate into their programs initiatives which encourage both enlightened use of the media and a creative use of leisure time. (55, 56, 101)

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